



NORWEGIAN
REFUGEE COUNCIL

TERMS OF REFERENCE

COMPREHENSIVE LABOUR MARKET ASSESSMENT TO INFORM MARKET-DRIVEN VOCATIONAL SKILLS PROGRAMMING

1. Introduction and Background

The Norwegian Refugee Council (NRC) is an independent humanitarian organization dedicated to protecting the rights of displaced and vulnerable populations. In Nigeria, NRC implements integrated programmes across Education, Livelihoods and Food Security (LFS), Protection, Shelter, WASH, and ICLA, with a strong focus on building resilience and enabling durable solutions.

As part of its youth-focused interventions, NRC seeks to provide displacement-affected and vulnerable adolescents and young adults (15–24 years) with access to relevant, quality vocational skills training that enhances employability, entrepreneurship, and economic self-reliance.

In fragile and conflict-affected contexts, vocational skills initiatives frequently fail to generate sustainable livelihoods when training supply is not aligned with local market demand. To ensure that investments in Technical and Vocational Education and Training (TVET) are evidence-based, demand-driven, and economically viable, NRC intends to commission a comprehensive Labour Market Assessment (LMA).

The assessment will generate a detailed analysis of the local economy, identify goods and services with growth potential, determine skills demand and gaps, and provide clear recommendations on the priority trades and sectors that NRC should support.

2. Purpose of the Assignment

The purpose of this consultancy is to conduct a robust labour market assessment that will inform NRC's selection of vocational skills and complementary livelihood support interventions for project participants. The assessment will identify economically viable sectors and trades that offer sustainable employment or self-employment opportunities for youth, particularly those affected by displacement and conflict.

The findings will ensure that NRC's skills-programming is responsive to current and emerging market realities, avoids saturation of low-return trades, and promotes inclusive economic participation.

3. Objectives

The LMA will address the following objectives:

- To analyse the structure and performance of the local economy, including dominant sectors, informal and formal market actors and sectoral growth trends.
- To determine viable self-employment opportunities suitable for youth.
- To identify skills currently in high demand by employers and enterprises.



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- To assess existing skills gaps that constrain business expansion or service delivery.
- To analyse the level of market saturation across commonly trained trades.
- To examine gender, disability, and social inclusion dynamics influencing youth participation in different sectors.
- To map existing vocational training providers and assess the alignment between training supply and labour market demand.
- To provide a prioritised and evidence-based list of vocational skills that NRC should consider supporting.

4. Scope of Work

The assessment will cover Adamawa and Borno with the analysis of economic activities within formal and informal sectors, with particular attention to micro, small, and medium-sized enterprises (MSMEs), which form the backbone of employment in fragile settings.

The consultant will engage with a broad range of stakeholders, including private sector actors, informal artisans, government representatives, training institutions, financial service providers, youth groups, and women entrepreneurs. Particular attention should be paid to sectors with potential for youth absorption and scalable business opportunities.

The assessment must consider cross-cutting factors such as conflict sensitivity, climate resilience, environmental sustainability, and protection risks, ensuring that recommended trades are context-appropriate and socially responsible.

5. Methodology

The consultant is expected to apply a rigorous mixed-methods approach combining quantitative and qualitative research techniques. Gender, inclusion, and protection considerations must be mainstreamed throughout the data collection and analysis process.

The methodology should include:

- A comprehensive desk review of relevant policies, labour statistics, economic reports, previous assessments, and sector analyses.
- Structured surveys of a representative sample of businesses to assess labour demand, recruitment challenges, workforce composition, growth projections, and income potential.



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- Key Informant Interviews (KIIs) with government officials, industry representatives, TVET providers, and financial institutions to understand regulatory, institutional and sectoral dynamics.
- Focus Group Discussions (FGDs) with male and female youth, including unemployed youth and those currently engaged in economic activities, to explore access barriers, aspirations and perceived opportunities.
- Value chain analysis of selected high-potential sectors to identify entry points for youth engagement and bottlenecks affecting productivity and profitability.
- Direct market observation to validate business density, clustering, competition levels and service gaps.

6. Expected Outputs

The Labour Market Assessment is expected to produce:

- A comprehensive analysis of available goods and services and market demand trends.
- Identification of high-growth and emerging sectors with employment potential.
- A ranked list of the top skills currently in demand.
- Identification of critical skills gaps limiting market expansion.
- Income range estimates and capital requirements for prioritized trades.
- Analysis of entry barriers and market risks.
- Identification of saturated trades that should be avoided.
- A clear and transparent Trade Prioritization Matrix ranking potential skills against agreed criteria, such as demand level, profitability, gender accessibility, scalability, capital intensity, and resilience.
- Practical recommendations for NRC's vocational training strategy, including complementary services required to enhance successful labour market integration (e.g., apprenticeships, business incubation, access to finance, mentorship).

7. Deliverables

The consultant will deliver reports (to be submitted in English) that adhere to professional analytical standards.



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1. An Inception Report outlining the proposed methodology, sampling strategy, work plan, data collection tools and analytical framework.
2. A Draft Labour Market Assessment Report presenting findings, analysis and preliminary recommendations.
3. A Final Labour Market Assessment Report incorporating NRC feedback and providing clear prioritization guidance.
4. A PowerPoint presentation summarizing key findings and recommendations for validation with stakeholders.
5. Submission of all relevant datasets, interview transcripts, FGD notes, and research instruments.

8. Duration

The assignment will be conducted over a period of 30 working days, from commencement of fieldwork to submission of the final report.

9. Consultant Qualifications

The consultant or consulting firm must demonstrate:

- An advanced academic qualification in Economics, Labour Economics, Development Studies, Business Administration or a related field.
- At least 7 years of demonstrated experience conducting labour market assessments or economic analyses.
- Proven experience in fragile, displacement-affected or humanitarian contexts.
- Strong expertise in quantitative and qualitative research methodologies.
- Demonstrated experience in value chain or market systems analysis.
- Excellent analytical and professional report-writing skills in English.

10. Ethical and Safeguarding Considerations

The consultant must adhere to NRC's safeguarding policies and international research ethics standards, ensuring informed consent, confidentiality, and strict adherence to the "do no harm" principle. All data must be handled securely and responsibly.



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Evaluation Criteria

Proposals will be assessed using the following criteria and corresponding weightings, to ensure a balanced evaluation of technical quality, capacity, ethical compliance, and value for money as indicated below:

<u>Evaluation Criterion</u>	<u>Standards</u>	<u>Weight</u>
Technical approach	<p>Assessment of the bidder's understanding of the labour market context and the objectives of conducting a market-driven vocational assessment, particularly within humanitarian and development settings. This includes:</p> <ul style="list-style-type: none">• Soundness and appropriateness of the labour market assessment design and methodology (quantitative and qualitative)• Ability to analyze labour demand, supply, and skills gaps across sectors• Relevance of tools for employer engagement, value chain analysis, and skills mapping• Contextual sensitivity to target states and vulnerable populations (including youth, refugees/IDPs, and host communities)• Clear and feasible workplan, timelines, and deliverables• Integration of validation, stakeholder engagement, and dissemination of findings	40%
Team Capacity and Experience	<p>Evaluation of the qualifications, skills, and relevant experience of the proposed team. This includes:</p> <ul style="list-style-type: none">• Demonstrated experience in labour market assessments, TVET, livelihoods, or economic inclusion programming• Experience in market systems analysis, private sector engagement, and vocational skills development• Prior work in humanitarian, fragile, or displacement-affected contexts	30%



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	<ul style="list-style-type: none">• Experience in Nigeria (or similar contexts) and familiarity with government, private sector, and skills development ecosystems• Clarity of roles, responsibilities, and level of effort for each team member	
Ethics and Safeguarding	<p>Assessment of the bidder's approach to ethical research practice and safeguarding. This includes:</p> <ul style="list-style-type: none">• Clear ethical framework for conducting assessments involving vulnerable populations• Safeguarding and do-no-harm considerations, particularly for youth and marginalized groups• Informed consent procedures and voluntary participation• Data protection, confidentiality, and secure data management• Consideration of gender, inclusion, and protection risks within labour market engagement	15%
Cost/ Value for Money	<p>Evaluation of the financial proposal in terms of cost-effectiveness and realism, including:</p> <ul style="list-style-type: none">• Alignment of costs with the proposed methodology and level of effort• Transparency and clarity of the budget• Cost efficiency while ensuring high-quality analysis and stakeholder engagement• Justification of key cost drivers (e.g., fieldwork, stakeholder consultations, data analysis)	15%
TOTAL		100%

Attach your CAC, TCC, Company profile Including CV of staff and Evidence of similar experiences to your application and make submissions to the following email and as per the detailed tender document to: NG.tenders2@nrc.no

The application should be titled: "08/NRC-NAT/NG/2026– "Labour Market Assessment-Adamawa State" in the e-mail subject.