



SKILLS DEVELOPMENT IN UGANDA

TERMS OF REFERENCE FOR A CONSULTANT TO CARRY OUT END OF PROJECT
EVALUATION

April 2022

1.0 Background

In 2012, the Government of Uganda (GoU) launched the Skilling Uganda Strategic Plan (2012/13 to 2021/22). The objectives of the Strategic Plan are to: (i) Raise the economic relevance of BTVET, (ii) Increase the quality of skills provision, (iii) Provide equitable access to skills development, (iv) Achieve greater organizational and management effectiveness in BTVET, and (v) Increase internal efficiency and resources available for BTVET.

The strategic plan aims at creating employable skills and competencies relevant to the labour market instead of providing educational certificates as it was hitherto. It emphasizes the development of labour market oriented system; founded on a proper understanding of the dynamics and needs of the labour market, active private sector involvement (in terms of planning, execution, monitoring and evaluation of training); improved coordination and management more flexible ways of delivery and promotion of skills development to a wider audience.

To support the GoU implement key reforms envisaged under the Skilling Uganda Strategic Plan (2012/13 to 2021/22), the Uganda Skills Development Project (USDP) was designed. The main objective of the USDP is to enhance the capacity of institutions to deliver high quality and demand driven training program in the agriculture, construction and manufacturing sectors. It is purposely designed to create a scalable model for high quality vocational and technical training which is linked to labor market needs for the specific sectors (i.e. Agriculture, Construction and Manufacturing).

In order to finance the implementation of the USDP, the Government of Uganda received a Credit to the amount of USD100 million equivalent to the GoU from the World Bank, under the Credit No. 5612-UG – Project P145309. The credit was approved by the Board of the World Bank (WB) on 22nd April 2015. The WB, acting as the Trustee and Manager of the IDA funds entered into: (i) a Financing Agreement (FA) with the Ministry of Finance Planning and Economic Development (MoFPED) of the Government of Uganda (GoU); and (ii) a Project Agreement (PA) with the Private Sector Foundation Uganda (PSFU) on 24th June 2016 respectively. The USDP Credit became effective on 28th October 2016.

The USDP is being implemented by Ministry of Education and Sports and the Ministry of Finance (through Private Sector Foundation Uganda-PSFU). The Ministry of Education and Sports provides the overall secretariat to the project implementation agencies.

The main objective of the USDP is to enhance the capacity of institutions to deliver high quality and demand driven training program in the agriculture, construction and manufacturing sectors. This objective is anticipated to be achieved through the implementation of four (4) components which include:

- (i) Component 1: Institutionalizing systematic reforms in Skills Development
- (ii) Component 2: Improving Quality and Relevance of Skills Development
- (iii) Component 3: Employer-led short-term training and recognition of prior learning
- (iv) Component 4: Project Management, Monitoring and Evaluation

For more details on the component please refer to the Project Appraisal Document.

The Financing Agreement (FA) entered into on 24th June 2016, provides for the Mid-Term and End of Project Evaluation. The Mid-Term Review was completed in March 2019 and main recommendations of the review included adaptive strategies to improve the project achievements over the remaining one year. The MTR concluded that the project development objective was still relevant to the development of Uganda's economy and due to delays occasioned by the challenges at the initial states, a time extension was required. Based on the MTR, the project was granted an extension of 14 months from 31st August 2020 to 31st December 2021 and from 1st December 2021 to 31st December 2022). As the extended closure date is approaching, the MoES (which is the Secretariat of the project), would, therefore, like to procure a consultancy firm to undertake the end of project evaluation as stipulated in the Financing Agreement.

2.0 Objective of the Evaluation

A number of project reviews and Implementation Support Missions have been conducted on the Uganda Skills Development Project. These reviews though taken regularly have tended to focus more on implementation progress and disbursements. A candid assessment of the project to established the level of achievements of the intended results has not been done. An end of project evaluation to be done by a third party will:

- (i) Establish the extent to which the project has achieved its objective (which is, to enhancing capacity of institutions to deliver high quality demand driven programs in the selected sectors of Agriculture, Construction and Manufacturing).
- (ii) Assess the performance of the project with respect to relevance, effectiveness, efficiency and sustainability; and identify lessons learned.
- (iii) Identify successes and challenges and suggest recommendations for future projects.
- (iv) Assess to what extent the project represented value for money.

Specifically, the evaluation will answer the following questions

(a) Relevance: Project Design, Context and Review of Assumptions:

- (i) Were project objectives, clear, realistic and in line with the identified problems?
- (ii) To what extent was the project's design, approach, and methodology adequate to address the challenges/problems identified for it to address? If there were gaps how should they be addressed?
- (iii) Were the assumption and the anticipated risks of the project adequacy stated?
- (iv) Were the anticipated project activities and outputs relevant to the outcomes required in context of ever changing national and international demands on TVET?
- (v) Were the outcomes of partnerships established between the Centers of Excellence and the International Twinning Institution served the intended purpose?

(b) Effectiveness: Achievement of Projected Objective and Results

- (i) Has the project achieved its objective and results? If not, has some progress been made towards the achievement of results; or have any results which were not explicated in the project document been achieved?
- (ii) Was the quantity and quality of project results satisfactory, and was this appropriately monitored by the project?
- (iii) In which areas/components does the project have the greatest achievements? Why is this and what have been the supporting factors?
- (iv) In which areas does the project have the least achievements? What have been the constraining factors and why?
- (v) Have project results achieved directly contributed or contributing to the achievement of PDO and what is the evidence?
- (vi) Did the project receive adequate political, technical and administrative support from its national partners and World Bank?
- (vii) How effectively was the project performance and results monitoring and communication system?
- (viii) Were the changes/modifications to the project justified and how did they contribute to meeting the Project Development Objectives.

(c) Efficiency: Results in terms of outputs achieved vis-à-vis projected Resources

- (i) Have resources (funds, Human resource, time, and expertise) been adequately and strategically to achieve the outcomes?
- (ii) Have allocated resources been used efficiently (i.e. do the results achieved justify the costs?), Could the same results be attained with fewer resources?
- (iii) Were the project expenditures in line with initial budgetary plans? If not provide reasons
- (iv) Were there internal and external factors that positively or negatively influenced the ability of the PCU1 and the PCU2 to meet the projected targets or project outcomes in a timely and cost effective manner.

(d) Sustainability

- (i) Is there possible threat to the sustainability of the benefits of the project? If any, how can they be appropriately addressed/managed?
- (ii) To what extent will the benefits generated through the project be sustained after the end of project's duration?
- (iii) Have the beneficiaries taken ownership of the project objectives? Are they committed to continue working towards these objectives once the project has ended?

- (iv) Are there prospects for the institutional framework established under the project to continue operating as planned for the betterment of Skills development in Uganda.
- (v) Are there needs, to consolidate the achievement or fill any gaps which remained unfilled in order to effectively sustain the TVET reforms in the country?

(e) Lessons learned, Challenges and recommendations

- (i) Are there lessons learned that can be applied to implementation of future TVET reform projects?
- (ii) What best practices emerged from the project implementation?
- (iii) What lessons can be drawn from the partnerships established in the scope of project
- (iv) What were the main challenges that affected the implementation of project and have influenced the achievement of results;
- (v) What are the key recommendations to improve the performance of future projects in the sector?

3.0 Key Areas of focus of the Evaluation

With the above questions in mind, the key areas of focus would be as follows:

Project context and development objectives: Articulate the project context and rationale derive from country, sector to subsector level (including country/ national, sector and sub sector priorities relevant to the issues the project was designed to address).

Review the project's theory of change or results framework-how these results were envisioned to be achieved in the PAD and the follow on restructuring paper, and highlight significant changes that were introduced during implementation-including changes adopted during restructuring. Assess each PDO level indicator and intermediate indicator separately. The assessment and conclusion on each indicator (whether met or not or partially met) must be supported by hard evidence and data.

Project Component: list and summarize the project components, including the estimated and actual resource allocation for each component (in US\$ millions)-actual costs at project end. The estimated and actual component costs add up to the estimated and actual total project costs, respectively. If they do not, the reason for the difference needs to be noted.

Significant changes during implementation: Assess any change in the Project Development Objective (PDOs) key associated outcome targets, PDO indicators, and components throughout the project period. In case of any revision, indicate the date of revision(s), the rationale and the key change(s) that were made. Indicate clearly how the each of the changes affected the theory of change or results framework and the originally expected outcomes and their targets.

Describe any other significant changes to the scope and scale, implementation arrangements and schedule, funding allocations including counterpart financing, reallocation of funds among

components, and give the date (s) of revisions (s), as well as the rationale for each changes and their implication for the original theory of change or results framework-for all changes.

Establish with evidence whether these changes were formally approved through no objections or restructuring. Describe how each changes affected the theory of change or results framework and the originally expected outcomes and their targets.

Outcome: Assess the extent to which the project’s PDO indicators were achieved (or are expected to be achieved) efficiently-in case any PDO indicator was fully achieved by the time of the project closing date. Assess the extent to which the PDO indicators achieved or partially achieved can be directly attributed/or not to the project’s activities or actions (attribution effect).

Relevance of PDOs: Assess the extent to which the PDO and the PDO indicators are relevant (or not) and consistent with the current Government strategies and policies and or priorities at the time when the project is closing. Review the country and sector context in the PAD, and compare to the current context, and identify any major changes over time in relation to the project’s objectives and outcomes.

Unintended positive or negative outcomes of the project: Identify and capture other achievements by the project that are not captured in the results framework. This also includes any unintended negative consequences, and the measures being taken to mitigate these negative consequences.

Efficiency/Value for money: Demonstrate whether the costs involved in achieving the project’s objectives were reasonable in comparison with both the benefits to the target beneficiaries and the ‘norms’ (“value for money”). Review the underlying assumptions about costs and benefits of the project as was envisaged in the economic analysis of the project in the PAD.

The value for money suit of the civil works will be a critical input to this section of the evaluation report. Net Present Value (NPV) or Economic Rate of Return (ERR) was calculated for the project at appraisal and is included in the PAD. States what it was and what it is when re-estimated at completion. Underlying assumptions about costs and benefits and other information supporting the analysis should come out clearly to support the re-estimation.

Assess aspects of design and implementation of the project that either contributed to or reduced efficiency, including for examples delays in implementation of key activities, staff turn-over, procurement issues and delays, cost overruns, and planned vs. actual project timeframe (recognizing that delays are not always inefficient, and can in some instances result in net efficiency gains).

Risks and mitigation measures envisaged at appraisal (in the PAD): Assess each risk and associated mitigation measures listed in the PAD and briefly describe to what extent these were relevant and the current status.

Sustainability (in the PAD): Assess the sustainability aspects of the project described in the PAD and briefly describe to what extent these aspects are relevant to the current context, and implementation status of the sustainability measures outlined in the PAD.

Environmental and Social Safeguards: Identify and Highlight any important findings on gender, climate change adaptations (civil works/occupational standards), and role of private sector (other than role/mandate of PSFU).

Key Factors that affected implementation and outcome: Assess key factors that influenced the project's achievements or non-achievements during preparation and implementation. These includes actions taken to correct any factors that undermine project performance; project monitoring and evaluation (appropriate data collection, adequate use of M&E information for project management, and ability to report in a timely fashion), effective stakeholders' engagement; fiduciary; safeguards; policies/directives; project coordination and others.

Assess quality of project M&E. Ascertain whether M&E used to systematically track project implementation progress and demonstrate results on the ground, and to support "evidence-based learning". How was the overall M&E designed; was the designed M&E implemented; and was data collected utilized for planning and decision making-including to inform improvements in project performance. Examples to support findings and conclusion on the performance of M&E under the project.

Risk to development outcomes: Assess and highlight whether the PDO indicators achieved at the time of project completion will be maintained or not-if not, what are the 'threats' and mitigation measures.

Lessons learned: Identify and point out key lessons learned to inform design of future projects. Assess the most significant (at most five) positive and negative lessons learned from the operation's experience.

4.0 Scope of the Assignment

The evaluation will be a final project evaluation and shall cover the time period from 2015, when the original document of the project (PAD) of the Uganda Skills Development Project and the budget were formally approved, through to December 2021. The evaluation should address all project Revisions since 2016.

It is anticipated that the assignment shall be undertaken for a period of 7 months (effective May 2022) and by an independent consultant.

It will cover all the 4 components and the 16 institutions being supported under the project (i.e. 4 Centers of Excellence and 12 Vocational Training Institutes) and other supported component 3.

4.0 Approach and Methodology

4.1 Approach

The review shall take a collaborative approach. In this approach, the consultant shall work closely with the Implementing agencies (PSFU and MoES), World Bank, Ministry of Finance, Planning and Economic Development, Office of the Prime Minister, Ministry of Local Government, and Participating Local Governments and institutions and the Institutions being supported by component 3.

4.2 Methodology

The prospective consultant will submit a more detailed methodology of how it /she/he plans to undertake.

5.0 Governance and Accountability

For all instructions relating to this assignment, the consultant shall report to the Commissioner Planning and Policy Analysis Department (who is the USDP Secretariat). The review plan and the subsequent reports shall be reviewed by all project components and approved by the Steering Committee and the World Bank. The consultant shall present a Draft End of Project Evaluation Report at a workshop planned. The Ministry of Education and Sports and the Private Sector Foundation Uganda shall provide the consultant with all the necessary documentations for review, cover letters for data collection as well as coordination of site-visits at the implementing agencies and institutions.

6.0 Facilities to be provided by the client

The Client (MoES and PSFU) will provide all the relevant documentations including BTJET Strategic Plan, the Project Appraisal Document (PAD), Financing Agreement, the Project Operational Manual (POM), work plans, project reports, MTR report etc. for reference purposes. The client will also provide the counterpart staff and cover letters if required.

7.0 Requirements and Experience of the firm and the Relevant Qualifications and Composition of the team for the Assignment

7.1 Requirement and Experience of the Firm

The prospective firm must meet the following requirements to undertake the assignment: -

- (i) have experience of at least 10 years in undertaking assignments of a similar nature. Such assignments should include carrying out project reviews, institutional development activities, institutional and organizational audits
- (ii) Evidence of specific experience in undertaking at least two project/program evaluations of donor funded projects in Uganda in the last 7 years.

7.2 Composition and qualifications of the Consulting Team

The prospective firm must have strong team of personnel bearing the competences for purposes of successfully delivering the assignment. Copies of Curriculum Vitae (CVs) and copies of academic credentials for the required personnel shall be attached. The key personnel for the assignment are as follows:

1. Lead Consultant:

The lead consultant interested to spearhead this assignment must be a senior expert in conducting and facilitating evaluations on large and complex projects, holding a minimum of a Masters' degree Economics, Statistics, or Social Science. He or she must:

- (i) At least 5 years of experience in evaluating technical assistance or projects financed by international financing institutions or bilateral agencies
- (ii) Have practical knowledge in conducting end line evaluations.

2. Financial Management Expert

The expert fronted for the assignment must have a Bachelor's degree in the field of Accounting, Business Administration, and Finance. He/she must:

- (i) Be a licensed practitioner and member of a requisite professional bodies like CPA, CFA, ACCA, CMA etc.;
- (ii) Have at least 08 years' experience in financial evaluation of projects.
- (iii) Have Knowledge of public sector finance and procurement systems is a requirement

3. TVET Expert

The TVET expert fronted to take part in this assignment must have advanced qualification in Technical Vocational Education and Training or education. He or she must have the following experience:

- (i) Demonstrable experience in field of skills development and Technical, Vocational Education and Training;
- (ii) A good understanding of the Education and Training system.
- (iii) Participated in previous evaluation assignments in Uganda
- (iv) In-depth knowledge of Government sector development and preferably TVET reform environment

4. Monitoring and Evaluation Expert

A postgraduate degree(s) in Economics, Monitoring and Evaluation, Statistics, International Development or other relevant field. He or she must have:

- (i) Professional experience or training in M&E processes of international development agencies, such as the logical framework, monitoring and evaluation frameworks and other performance monitoring tools.
- (ii) Strong analytical and conceptual skills to clearly synthesize and present findings, draw practical conclusions, make recommendations and to prepare well-written reports in a timely manner

- (iii) Experience in assessing organizational capacity and gaps and ability to recommend the corrective measures
- (iv) Excellent track record in designing and conducting quantitative and qualitative research, analysis and evaluation.

8.0 Deliverables and Schedule

Based on the scope and technicality of this assignment, the consultant will be expected to undertake the assignment for duration of Four (4) months starting from the day of contract signing. The following will be the anticipated deliverables from the assignment and timeframe allotted to each deliverable.

S/N	Deliverable	Tentative timeline (cumulative)
1	Approved Inception Report (detailing Implementation plan, detailed approach and methodological)	10 days
2	Reviews of documents and field visits and interviews	70days
	Preparation of Draft report	10 days
4	Draft Report presentation to the relevant structures for comments	20days
6	Final report	10days
	Total Number of days	120 days