

UNITED NATIONS DEVELOPMENT PROGRAMME
Support to Knowledge and Life-long Learning Skills (SKILLS)
Programme



Final Evaluation

Terms of Reference (ToR)

1. Background and Context

Nepal is committed to achieving the important milestones of graduation from Least Developed Country status by 2022 and becoming a lower middle-income country by 2030, with supporting measures specified in the periodic plans, including the 14th (2016/17-2018/19) and 15th (2019/20-2023/24) plans. In parallel, there is a strong commitment to achieving the targets of the Sustainable Development Goals (SDGs). This includes SDG target 4.4 which aims to increase the number of youth and adults who have relevant technical and vocational skills by 75 per cent, for employment, decent jobs and entrepreneurship. However, studies have provided evidence that more than half of Nepal's population aged 15 years and above has been entering as unskilled labour into the job market. Studies also show that Nepal has an increased labour supply, but the issue of ensuring productive employment in the federal context of Nepal still remains crucial. This situation in turn has forced the Government of Nepal (GoN) to take necessary reform initiatives, including in Technical and Vocational Education and Training (TVET) policies and governance systems.

Keeping this in view, the GoN, Ministry of Education, Science and Technology (MoEST) and United Nations Development Programme (UNDP) has been implementing the Support to Knowledge and Life-long Learning Skills (SKILLS) Programme since 2018. It is a joint policy programme for (i) Improved policy coherence for TVET; and (ii) coordinated planning and strengthen monitoring and evaluation of TVET provision. The SKILLS programme has been entirely focusing on providing technical support to MoEST in the following areas:

- (i) to develop an integrated TVET Policy;
- (ii) to run TVET programmes by consolidating all the resources under the TVET Fund;
- (iii) to strengthen TVET Management Information System (MIS) to establish better monitoring and evaluation system;
- (iv) to support to carry out province-level skill mapping;
- (v) to provide support to develop TVET Infographics, Factsheets, Comprehensive Annual Reports; and so on.

In line with the government's priorities on TVET, the SKILLS Programme has extensively supported MoEST to carry out TVET policy dialogue across Nepal and proposed some key policy reform initiatives. In the same vein, SKILLS also supported the High Level TVET Task Force to carry out consultative workshops and meetings with various TVET stakeholders to recommend TVET policy and structural arrangements which have contributed in helping GoN to formulate the

recently endorsed National Education Policy, 2019. 'Technical education for all' is one of the prominent features of this policy which aims to prepare capable, efficient, competitive and productive human resources for the economic development of the country.

SKILLS continued to support MoEST to operationalize the web-based National TVET-MIS in synchronizing the TVET related data across the country. This initiative has significantly contributed in increasing coordination between various TVET stakeholders, aided evidenced-based TVET policy-making and planning and helped avoid duplication of programmes.

SKILLS has initiated a skill mapping exercise in Sudurpashchim Province with the aim of identifying gaps between demand and supply of human resources. This exercise focuses on inclusive growth, reflecting the need for people's improved livelihoods in their own villages or communities. In addition, the TVET factsheet, infographics and comprehensive report developed by SKILLS in 2019 informed that TVET institutes have been established in 547 local governments, against the target of the Government to reach to all 753 local governments. These initiatives served as a useful instrument for GoN to increase the access of TVET to the remaining local governments, and equally contributed to set the national targets and indicators of TVET under SDG 4. Based on this, GoN has developed and approved "Sustainable Development Goal 4: Nepal National Framework" with the aim of ensuring equal access for girls/women and boys/men to affordable and quality TVET in order to become active contributors to the society through the acquisition of life skills, innovative skills, and entrepreneurship.

The duration of the Programme is from 1st January 2018 to 31st December 2020 and the total budget is US\$ 852,000. The Programme is implemented by UNDP under the National Implementation Modality, with leadership of MoEST and in partnership with the Council for Technical Education and Vocational Training (CTEVT) as responsible party.

As the Programme comes to an end on 31 December 2020, UNDP is planning to commission a final evaluation to identify and document achievements, challenges, lessons learned and best practices. The findings of this evaluation will provide guidance for the way forward and future course of actions. Thus, the evaluation report is expected to include specific recommendations for future interventions. The details of the Programme are depicted in Table 1 below:

Table 1 – Project Information

PROGRAMME INFORMATION	
Project/outcome title	Support to Knowledge and Life-Long Learning Skills (SKILLS) Programme
Atlas ID	00085885
Corporate outcome and output	UNDAF/CPD Outcome: By 2022, impoverished, especially economically vulnerable, unemployed and under-employed and vulnerable people, have increased access to sustainable livelihoods, safe and decent employment and income opportunities.

	CPD Output 1.1: Policy, institutional and capacity development solutions lead to improved disaster and climate resilient livelihoods, productive employment and increased productivity in rural areas.	
Country	Nepal	
Region	Asia Pacific	
Date (Project document signed)	22 June 2018	
Project dates	Start	Planned end
	01-01-2018	31-12-2020
Project budget	US \$ 852,000.00	
Project expenditure at the time of evaluation	USD 432,000 as of May 2020	
Funding source	UNDP: USD 600,000 Government of Nepal: USD 252,000 Total: USD 852,000	
Implementing party	Ministry of Education, Science & Technology (MoEST)	

2. Objectives and Scope of Evaluation

2.1 Objectives

The overall objective of the final evaluation is to assess the relevance, effectiveness, efficiency, impact and sustainability of the GoN-UNDP SKILLS programme. The final evaluation will identify and document achievements, challenges, lessons learned and best practices. It will provide a way forward for future course of actions. Thus, the evaluation report is expected to include specific recommendations for future interventions. The specific objectives of the evaluation are as follows:

- (i) to assess the progress against the programme purpose, objectives, outputs and indicators;
- (ii) to assess the approaches and interventions adopted by the programme towards achieving the outputs in line with the Theory of Change and Government’s policy relevant to TVET;
- (iii) to ascertain the relevance, coherence, effectiveness, efficiency and sustainability of the programme interventions, including synergies with other UNDP supported efforts;
- (iv) to identify the key achievements and results and their impact, and lessons learned in order to inform the future course of action; and
- (v) to recommend potential new areas of intervention and approaches in the current federal context of Nepal, and in light of the COVID-19 crisis and socio-economic response efforts.

2.2 Scope of Evaluation

The final evaluation should look into the relevance, effectiveness, efficiency and sustainability of the support provided by the programme. It should indicate if the achieved results are in the right

direction towards facilitating the implementation of TVET policy in line with the government's policy. Particularly, the evaluation should cover at least the following areas:

Table 2 - Areas of Scope and Descriptions of the Evaluation

Relevance of the Programme	Review the progress against its purpose, objectives, outputs and indicators along with programme documents such as: Theory of Change, Results and Resources Framework, M & E framework, ascertain whether assumptions and risks remain valid.
Effectiveness, coherence and Efficiency	Review programme's technical as well as operational approaches and deliverables, quality of results and their impacts (knowledge products developed and utilized and expertise available and transferred, partnership and engagement, coherence with UNDP's planned output/outcome), alignment with national priorities and responding to the needs of the stakeholders) and thereby also deduce conclusions on the relevance and sustainability of the programme.
Approach	Review the programme's approaches, in general and related to gender equality and social inclusion, with particular focus on women and marginalized groups.
Risk and Opportunity	Review and assess the risks and opportunities (in terms of resource mobilization, synergy and areas of interventions) for future programmes/projects in the same area of work.
Intervention	Review planning, management and the quality assurance mechanism for the delivery of the programme interventions.
Coordination and Cooperation	Review coordination and communication process and mechanisms with the stakeholders.
Sharing of Responsibilities	Review the management and governing structure of the programme and distribution of responsibilities within the given structure.
Contribution to Government's Vision or Plans	Assess the contributions of the programme to the Government's policy, plans and programmes.

3. Evaluation Criteria and Guiding Questions

The final evaluation will follow the four OECD-DAC evaluation criteria, e.g., Relevance, Effectiveness, Efficiency, and Sustainability including Gender Equality and Social Inclusion

(GESI). The evaluation questions and their rationale will be further refined by the evaluation consultant and agreed with UNDP. The set criteria with guiding questions are given in Table 3.

Table 3 - Criteria and Guiding Questions

Relevance	<ul style="list-style-type: none"> (i) How relevant were the overall design and approaches of the programme? (ii) To what extent did the programme achieve its overall objectives? Are the objectives still valid? (iii) To what extent the programme was able to address the needs of the Government of Nepal in changed context? (iv) To what extent did the programme advance any key process for review and revision of national TVET policy? (v) To what extent is the TVET Fund relevant for the COVID-19 pandemic socio-economic response and recovery?
Coherence	<ul style="list-style-type: none"> (i) How well the intervention fit in changed context? (ii) To what extent the intervention is coherence with Government's policies and UNDP's planned output/outcome (iii) To what extent the intervention addressed the synergies and interlinkages with other interventions carried out by UNDP or Government of Nepal? (internal coherence) (iv) To what extent the intervention was consistence with other actor's interventions in the same context or adding value to avoid duplication of the efforts? (External coherence)
Effectiveness	<ul style="list-style-type: none"> (v) To what extent the programme activities were delivered effectively in terms of quality, quantity and timing? (vi) To what extent the planned outputs results were achieved? What factors have contributed to achieving or not achieving the intended results? (vii) To what extent the programme has achieved its planned objectives? (viii) Does the GoN/MoEST benefit from the programme's activities? If so, what and how? What are the issues and the future interventions strategies to be addressed? (ix) What were the lessons and how were feedback/learning incorporated in the subsequent process of planning and implementation? (x) To what extent the policy revision process adopted by SKILLS contributed in developing the new TVET policy? (xi) To what extent the programme interventions like SKILLS mapping were effective? (xii) To what extent the repurposing of the programme budget to respond to the impact of COVID-19 was effective?

Efficiency	<ul style="list-style-type: none"> (i) To what extent have resources (financial, human, institutional and technical) been allocated strategically and used efficiently to achieve the results in timely manner? (ii) To what extent did UNDP and MoEST coordination reduce transaction costs and increase the efficiency of SKILLS programme implementation? (iii) To what extent did the programme create actual synergies among agencies and involve concerted efforts to optimize results and avoid duplication? (iv) To what extent was the existing programme management structure appropriate and efficient in generating the expected results? (v) To what extent has the programme implementation strategy and its execution been efficient and cost-effective?
Impact	<ul style="list-style-type: none"> (i) To what extent the programme initiatives indicate that the changes (positive and negative, intended and unintended) will be achieved? (ii) To what extent the SKILLS programme has made real difference to the TVET policy initiative of the GoN?
Sustainability	<ul style="list-style-type: none"> (i) To what extent did the programme interventions contribute towards sustaining the results achieved by the programme? (ii) Did the programme identify gaps in the TVET policy and systems, and lesson learned? (iii) To what extent have lessons learned been documented by the programme on a continual basis to inform the programme for needful change? (iv) How relevant is the exit strategy of the programme including up-scaling of project results, securing further resources or continuation of activities in any other forms? (v) To what extent the programme has been able to enhance the integration of resource with the partner organizations?
Gender Equality and Social Inclusion (GESI)	<ul style="list-style-type: none"> (i) To what extent have gender equality and social inclusion (GESI) provisions been incorporated in the new TVET policy? (ii) To what extent the M&E system and MIS developed by the programme is robust to generate gender disaggregated data and information on TVET? (iii) To what extent has the programme promoted positive changes of women, disabled and all types of marginalized group?
Human rights	<ul style="list-style-type: none"> (i) To what extent have Dalit, ethnic minorities, physically challenged, women and other disadvantaged and marginalized groups benefitted from the work of the programme and with what impact? (ii) To what extent the issues of human rights are reflected in the new TVET policy?

4. Methodology

The evaluation methods suggested here are indicative only. The national evaluation consultant should review the methodology and propose the final methods and data collection tools as part of the inception report. The evaluation should build upon the available programme documents, field visits, interviews and discussions, which would provide an opportunity for more in-depth analysis and understanding of SKILLS programme. The evaluation consultant is expected to frame the evaluation using the criteria of relevance, effectiveness, efficiency and sustainability. The methods and tools should adequately address the issues of gender equality and social inclusion.

The national consultant must provide evidence-based information that is credible, reliable and useful. The consultant is also expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, programme team, UNDP Country Office and other relevant key stakeholders. As mentioned above, the consultant will propose the most appropriate prevailing methodology to undertake the final evaluation of the programme. The evaluator will work closely with the UNDP CO team to undertake the evaluation adopting at least the following methods as given in Table 4.

Table 4 – Minimum Methods of Collecting Data

Review of related literature	The evaluation team is expected to carry out the following activities while reviewing the related literature: (i) Desk review of relevant literature (ii) Review of programme documents of the SKILLS programme to gain acquaintance with the programme and the situation of TVET systems in the country. (iii) Review of existing sources of information (e.g., TVET Policy, 2012; Comprehensive Education Policy, 2019; Meeting minutes; United Nations Development Assistance Framework (UNDAF), 2018-2022; UNDP Country Programme Document (CPD), 2018-2022; Study Reports; Knowledge Products, etc.).
Interviews	(i) A semi-structured interview questionnaire is suggested to conduct Individual interviews with relevant stakeholders. (ii) The team will also follow appropriate sampling techniques with due consideration of gender balance.
Field Visits	(i) The evaluation team will carry-out necessary field visits (including province level visit, if necessary).
Meetings/Discussions	(ii) Meetings and or discussions with MoEST, UNDP and SKILLS officials and other relevant stakeholders will also be suggested to complement the information received from other sources and for triangulation of information.

The process/steps mentioned above should ensure that the most appropriate and relevant data are gathered for the above-mentioned objectives. Based on the analysis and findings, the recommendations should be provided for future direction of the programme or similar efforts.

The consultant will have to submit the final full report in English. The structure and content of the report should meet the requirements of the UNDP Evaluation Guideline.

The final methodological approach, including interview questionnaire and schedule, field visits, evaluation matrix and data to be used in the review should be clearly outlined in the inception report and fully discussed and agreed with UNDP. The evaluator should select the respondents using an appropriate sampling technique. While selecting the respondents, the evaluator should ensure gender balance.

5. Expected Deliverables

By the end of the evaluation period, the consultant is subject to deliver the following deliverables, which are shown in Table 5.

Table 5 - Expected Deliverables and Descriptions

S. N.	Deliverables	Descriptions
1	Inception report	(i) This report is subject to detail out the evaluator's understanding of what is being evaluated, why it is being evaluated, and how (methodology) it will be adopted. The inception report should also include a proposed schedule of tasks, finalize the review methods, scope and data collection and analysis instruments.
2	Evaluation matrix	This matrix may include key criteria, indicators and questions to capture and assess them.
3	Evaluation briefing	After completion of data collection, the review team should provide preliminary debriefing and findings.
4	Draft report	This report may consist of major findings and recommendations for internal discussion.
5	Mid-term meeting minute	The preliminary findings should be presented to MoEST/SKILLS and UNDP officials.
6	Revised report	The comments and changes by the consultant in response to the draft report should be retained by the evaluator in form of audit trail to show they have addressed comments. consultant in audit trail.
7	Final draft report	The final draft report should be submitted within the given timeline with sufficient detail and quality.
8	Final meeting minute	The consultant should organize a final meeting involving MoEST, CTEVT, UNDP and other relevant stakeholders.

9	Final report	The consultant should submit the final report, incorporating all the comments and suggestions received on the draft.
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6. Team Composition and Required Competencies

The evaluation will be carried out by a national consultant. The person involved in any way in the design, management or implementation or advising any aspect of the intervention that is the subject of the evaluation will not be qualified. The evaluator will be selected by UNDP CO. The minimum requirements for the national consultant is given in Table 6.

Table 6 - National consultant and required competencies

Title	National consultant
Duration	21 Working Days
Qualifications	At least Master's Degrees in TVET, Public Policy, Public Management & Administration, Education, Social Sciences or any other relevant subjects.
Experiences	<ul style="list-style-type: none"> (i) A minimum of 7 years of work experience of conducting research activities, including mid-term/final evaluations of Government or Development Partners funded programmes/projects. (ii) Extensive knowledge of, and experience in applying, qualitative research and evaluation methods. (iii) Experience of designing and leading reviews and evaluations. (iv) Strong background of research and policy knowledge in TVET sub-sector would be an added advantage.
Skills and competencies	<ul style="list-style-type: none"> (i) Data analysis skills. (ii) Process management skills such as facilitation/presentation skills. (iii) Excellent analytical skills and communication skills. (iv) Demonstrated excellent report writing skills in English language. (v) Excellent computer skills, including use of data analysis software.
Major Roles and Responsibilities	<ul style="list-style-type: none"> (ii) Collect and review the relevant documents (iii) Finalize the review methods, scope and data collection and analysis instruments (iv) Conduct interview with the selected target group, partners and stakeholders in close coordination with MoEST. (v) Conduct stakeholders and focus groups discussion to collect, organize and synthesize the information in Kathmandu (also in provinces as per need).

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- (vi) Prepare an inception report and share with the concerned.
 - (vii) Analyze the data and prepare a draft report and shared with the concerned officials.
 - (viii) Follow the ethical consideration.
 - (ix) Finalize the draft report and share it with stakeholders.
 - (x) Incorporate the comments and feedback of the stakeholders in the draft report.
 - (xi) Finalize and submit the evaluation report.
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7. Ethical Consideration

The evaluation consultant should follow the principles outlined in the UNEG - Ethical Guidelines for Evaluation. Under the ethical consideration, special care will be taken to respect the confidentiality of the information provided and rights to responding or not responding during the evaluation. The information and data assembled in this evaluation process will only be used for the evaluation purpose and not for other any kind of uses without the express authorization of UNDP and partners.

The Consultant will be held to the highest ethical standards and is required to sign a Code of Conduct upon acceptance of the assignment.

8. Implementation Arrangements

The UNDP CO Nepal will take the main responsibility of managing this final evaluation. The CO will issue necessary contracts and ensure quality management response and follow-up actions. The details of the implementation arrangement are described in Table 7.

Table 7 - Implementation Arrangements

Who (Responsible)	What (Responsibilities)
UNDP CO Programme team includes DRR, Portfolio Manager (Inclusive Economic Growth), RBM Analyst, Programme Management Analyst,	<ul style="list-style-type: none"> (i) Prepare and approve ToR and selection criteria. (ii) Hire the national consultant by reviewing proposals and complete the recruitment process. (iii) Ensure the independent implementation of the evaluation process. (iv) Supervise, guide and provide feedback and comments to the evaluation consultant. (v) Ensure quality of evaluation.
Programme Team (SKILLS)	<ul style="list-style-type: none"> (i) Identify and ensure participation of relevant stakeholders. (ii) Arranging field visits and consultation meetings. (iii) Participate in inception meeting, provide feedback and comments on draft inception report, and draft evaluation report.

	(iv) Provide logistic support and overall facilitation to the evaluation consultant to carry-out the evaluation.
	(v) Provide management responses to the evaluation.
Evaluation Consultant	(i) Review the relevant documents. (ii) Develop and submit a draft and final inception report (iii) Conduct evaluation. (iv) Maintain ethical considerations. (v) Develop and submit a draft evaluation report (vi) Organise meeting/consultation to discuss the draft report (vii) Incorporate inputs and feedback in draft report (viii) Submit final report with due consideration of quality and effectiveness (ix) Organise sharing of final evaluation report

The RBM Analyst/Evaluation Manager will assure smooth, quality and independent implementation of the evaluation with needful support from portfolio/programme team.

The consultant will be briefed by UNDP upon arrival on the objectives, purpose and output of the evaluation. An oral debriefing by the consultant on the proposed work plan and methodology will be done and approved prior to the commencement of the evaluation process.

The evaluation will remain fully independent.

The consultant directly reports to the Evaluation Manager and/or Portfolio Manager of Inclusive Economic Growth of UNDP during the implementation of the evaluation. The final report will be signed off by Deputy Resident Representative of UNDP CO.

9. Activities and Timeframe

The evaluation is subject to be conducted in 21 (Twenty-One) working days within the two months starting from the agreement date. Final report of this assignment is to be submitted not later than August 30, 2020. The proposed tasks/assignments are expected to be accomplished within the given timeframe as suggested in Table 8.

Table 8 - Timeframe and Tentative Schedule

Activity	Number of Days	Month
Preparation & Initial Desk Review		July
Initial desk review of relevant documents and design evaluation process	2	X
Briefing meeting	1	X
Finalize and share the inception report	2	X

Data Collection and Analysis			August
Stakeholders meetings and interviews	5	X	
Field visits	2	X	
Analysis, preparation of draft report, presentation of draft findings	3		X
Stakeholders meeting to share the preliminary findings	1		X
Finalize and share the evaluation report			
Prepare the final draft report and share in the meeting	1		X
Finalize the report incorporating feedback	2		X
Final meeting with key stakeholders to present the findings	1		X
Submission of final report to UNDP	1		X
Total	21 days		

10. Use of Evaluation Findings

The evaluation findings and recommendations of the evaluation will be used by the MoEST and UNDP to learn lessons for future improvements, or to replicate good practices in future programmes/projects of similar types or for extension of the existing programme as per the need. Therefore, the evaluation report should provide critical findings and specific recommendations for future interventions.

11. Application Process and Selection Criteria

The application submission procedure and its selection criteria will be developed while designing the Individual Consultant Service selection process and criteria.

12. Annexes

The evaluation consultant should include the following lists of documents/information as annexes in the final report.

Table 9 - Suggested List of Annexes

List of relevant documents reviewed by the consultant including	(i)	Programme document of the SKILLS project.
	(ii)	TVET Policy 2012 and Comprehensive Education Policy, 2019.
	(iii)	Reports of Policy Dialogue, High-Level TVET Task Force, Concept notes, Study reports and other knowledge products of SKILLS.

	(iv)	Meeting minutes (Project Board, Policy Coordination Committees and Technical Committees and Review and Planning meetings).
	(v)	Annual progress reports.
	(vi)	Annual workplan and budgets.
	(vii)	United Nations Development Assistance Framework (UNDAF), 2018-2022.
	(viii)	UNDP Country Programme Document, (CPD).
	(ix)	Norms and standards developed for evaluation in the UN System.
List of Key Agencies including	(i)	Ministry of Education, Science & Technology (MoEST).
	(ii)	Ministry of Social Development, Sudurpaschim Province.
	(iii)	UNDP.
List of Key Stakeholders, including	(i)	Development Partners.
	(ii)	Members of TVET Policy and Technical Committee.
	(iii)	Federal and Province-Level Government Officials.
Formats & Matrix	(i)	Evaluation matrices.
	(ii)	Evaluation Audit Trial Form
	(iii)	UNEG Code of conduct signed by the consultant