UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

Terms of Reference
Terminal Evaluation of UNIDO Project:

"Project for promoting youth employment in the mining, construction and agriculture sector"

SAP: 120434

Budget: $ 1,400,000 (incl. 13% programme support costs)

Period covered: June 2013 – August 2014

JUNE 2014
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1. Introduction

As a $1.4 million project close to its completion in August 2014, an evaluation is due in line with the UNIDO TC Guidelines, which mandates independent evaluations for all projects over a €1 million threshold.

What follows is the specific TOR for the project in Liberia with a budget of $1.4 million.

The evaluation mission is to be conducted during the final stage of project implementation, in August/September 2014.

2. Background and context

The 14 years of devastating civil war in Liberia has destroyed infrastructure and severely damaged economic and industrial capacities. The revitalization of Liberia’s economy is critical to achieving sustained growth and to alleviate poverty in the country. However, Liberia faces an enormous gap in the availability of a skilled workforce to be the driving force behind industrial growth across all sectors in the country. Specifically, 1 percent of the population has completed training in vocational education and as much as 45 percent of the working population has never been to primary school. It is a general consensus that vocational education facilities are currently inadequate in both training programmes and appropriate facilities. In order to support the reconstruction and development efforts in Liberia it is essential to have a qualified and skilled workforce.

Project “Promoting youth employment in the mining, construction and agriculture sector” is to expand access of poor and young Liberian’s to job-oriented and demand-driven skills with the purpose of improving employability in the sectors of mining, road construction, forestry, agriculture and construction. This was achieved by strengthening the institutional capacity of Liberia’s training institutions to deliver up-to-date training courses relevant to the requirements of modern industries expanding and operating in Liberia today. The project had a clear focus on results – specifically employment generation – and the implementation arrangements are designed to ensure institutional capacity is strengthened, modern training courses are delivered and the overall efforts are sustainable.

UNIDO built on the existing infrastructure of training institutions in Liberia to achieve the intended objectives of the project. The selected training institutions served as the training hub for the programme where the core activities were concentrated and delivered. A comprehensive training of trainers’ programme was performed to enhance the skills of the existing instructors. The facilities were modernized to meet the technical requirements for course delivery in the intended training areas.
3. The Project

Strategy

The project strategy is to provide visible impact for the youth, unemployed and unskilled workers with marketable skills to effectively compete for jobs created in industry. The project will build on prior successful UNIDO projects in Liberia and other regions in the delivery of vocational training. An inclusive and cohesive relationship between the partners will be developed as a key driver for success and for the long-term sustainability of the project.

To achieve these targets, the project strategy will build on the following components:

Outcomes and outputs

Summary of project Outcomes and Outputs:

<table>
<thead>
<tr>
<th>Development objective:</th>
</tr>
</thead>
<tbody>
<tr>
<td>The overall objective of the project is to contribute to the national Government’s Poverty Reduction Strategy aimed at revitalizing the economy (Pillar II) in the sectors of agriculture, forestry, mining manufacturing and services</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Medium-term objective:</th>
</tr>
</thead>
<tbody>
<tr>
<td>The medium-term objective is to establish a modern and operational training facility that will serve the growing demand for heavy equipment operators in the country. The sustained and long-term operation of this training center will provide opportunities for youth to gain skills that will assist them to build their careers in various industrial sectors (i.e. mining, agriculture, etc.) The indirect beneficiary will be the industry operating in Liberia that will require qualified and competent technical staff.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Immediate objective:</th>
</tr>
</thead>
<tbody>
<tr>
<td>The immediate objective of the project is to provide vulnerable beneficiaries and youth with marketable skills to gain employment in Liberia’s growing industrial sectors.</td>
</tr>
</tbody>
</table>

The project activities will focus on the following:

- Develop marketable technical skills for beneficiaries through certified industry training in heavy equipment operation and basic maintenance.
- Strengthen technical capacity of a vocational training centre to deliver modern training courses for heavy equipment operators.

<table>
<thead>
<tr>
<th>Outputs:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Output 1. Project start-up and mobilization</td>
</tr>
<tr>
<td>Output 2. Establish training facilities to deliver training for heavy equipment operators and basic maintenance</td>
</tr>
<tr>
<td>Output 3. Establish and deliver a training and employment programme in the operation and maintenance of heavy equipment.</td>
</tr>
</tbody>
</table>
**Beneficiaries**

The immediate beneficiaries are:

- Unemployed youth ages 15-30 (male and female).
- Returnees (i.e. returning from the Ivory Coast and Ghana)
- Other vulnerable groups (Poor, ex-combatants, single headed households, etc.).
- Employees from companies involved in the operation of heavy equipment (i.e. mining, agriculture, construction, forestry, etc.).
- Trainers selected to lead the program from the national vocational institutions.

**Budget information**

Total Allotment: USD 1,260,673.16 (excluding support costs)
Total Expenditure: USD 1,033,924.66 (end of April 2014)
Donor: The Government of Japan

4. **Evaluation rationale and purpose**

The main purpose of this project evaluation is two-fold:

1. Learning lessons in Liberia with a forward looking approach that can feed into future UNIDO cooperation with the Government of Liberia.
2. To identify best practices and lessons in UNIDO’s industrial skills development interventions, and to identify the comparative advantages of UNIDO in a context where a country is moving away from humanitarian assistance to development and economic growth. This includes identifying for UNIDO’s projects, institutional and strategic approach:

   a. Challenges, results and lessons in transition from humanitarian assistance to development and economic growth
   b. Industrial skills programming

The report will be of interest to concerned UNIDO staff at HQ and in the field, UNIDO’s counterparts in the Government of Liberia and Japan.

5. **Scope and focus of the evaluation**

The evaluation will attempt to determine as systematically and objectively as possible the relevance, efficiency, achievements (outputs, prospects for achieving expected outcomes and impact) and sustainability of the project. To this end, the evaluation will assess the achievements of the project against its key objectives, as set out in the revised project document and the inception report, including re-examination of the relevance of the objectives and of the design. It will also identify factors that have facilitated or impeded the achievement of the objectives.
The stakeholders will be consulted in Vienna and in the field as part of the evaluation exercise, and their comments and feedback will be sought as part of the report finalization process.

The evaluation will span the entire project process from the beginning to the present, but will be limited in focus to major project activities and results. The evaluation will extend over all specific geographic areas covered by the project, and assess the entire results chain, but will focus more specifically on outputs and planned outcomes, and also the likelihood of achieving planned impacts. Inter alia, this includes analysis of pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability.

6. Evaluation methodology

The evaluation will be carried out in keeping with agreed evaluation standards and requirements. More specifically it will fully respect the principles laid down in the “UN Norms and Standards for Evaluation” and Evaluation Policies of UNIDO. The standard DAC evaluation criteria should be applied to address, as systematically and objectively as possible the evaluation questions listed above. Achievements will be assessed against the objectives and indicators set out in the project document and in logical framework.

The evaluation will be carried out through analyses of various evidence-based sources of information, including desk analysis, survey data, and interviews with counterparts, beneficiaries, partner agencies, donor representatives, programme managers and through the cross-validation of data.

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties.

The evaluation consultant will ensure that the findings are evidence based. This implies that perceptions, hypotheses and assertions obtained in interviews will be validated through cross checks and triangulation of sources.

Based on the information collected through interviews and desk review the evaluation consultant will analyse the intervention logic (or “theory of change (TOC)”) of the intervention. This theory will map out how inputs and activities should have logically led to outputs, outcomes and impacts. This will enable the evaluation to determine in how far the project design and its activities are adequate, whether they are consistent with the intervention and with UNIDO’s thematic priorities and/or whether they contains critical strengths and/or weaknesses that need to be addressed.

The evaluation team will consist of an international evaluator working under the guidance of the UNIDO evaluation officer in ODG/EVA.

The international consultant will be expected to visit the project sites and to conduct interviews with various stakeholders in the field before the end of August 2014, and to conduct representative sample surveys of beneficiaries in Liberia.

1 All documents available from the websites of the UN Evaluation Group: http://www.uneval.org/
7. Evaluation issues and key evaluation questions

The evaluation consultants will be expected to prepare a more targeted and specific set of questions and to design related survey questionnaires as part of the Inception Report, and in line with the above evaluation purpose and focus descriptions.

However, the following issues and questions are expected to be included in the assessment:

Project identification and formulation

- Clarity and realism of the project’s broader and immediate objectives, including specification of targets and identification of beneficiaries and prospects for sustainability.
- The feasibility of meeting the project’s stated targets and objectives.
- The extent to which lessons from earlier UNIDO projects in Liberia were taken on board in the formulation process including lessons and recommendations given on existing evaluation reports at the time.
- Relevance of the project to the needs of target beneficiaries.
- Clarity and logical consistency between, inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame).
- Realism and clarity in the specification of prior obligations and prerequisites (assumptions and risks).
- Realism and clarity of external institutional relationships, and in the managerial and institutional as well as security framework for implementation and the work plan.
- Likely cost-effectiveness of the project design.
- The appropriateness and relevance of UNIDO’s foreseen role within a post-crisis, respective comparative advantages and approach to crisis-context programming.
- The extent to which factors of vulnerability and resilience were taken into account in the formulation process.
- Clarity and realism of the project’s broader and immediate objectives, including specification of baselines and targets, identification of beneficiaries, and prospects for sustainability.
- The appropriateness of the project’s criteria for the selection of beneficiaries and trainees for achieving stated aims.
- To what extent is cooperation with the private sector included in the project design, including in skills training (ToT) and strengthening business development services (BDS) as well as mentoring and marketing?

Project ownership & relevance

- Who initiated the project and for what reason?
- Relevance of the project to the country’s crisis-to-development transition priorities, strategies, programmes and needs
- Whether the counterparts have been appropriately involved and were participating in the identification of their critical problem areas and in the development of technical
cooperation strategies and are actively supporting the implementation of the project approach within a joint project framework

- Is the local ownership of the project ensured? Of the Government, counterparts and at the level of beneficiaries?

**Efficiency of Implementation**

Efficiency and adequacy of project implementation including:

- Availability of funds as compared with budgetary inputs.
- The quality and timeliness of input delivery by UNIDO (expertise, training, equipment, methodologies, etc.) as compared to the work plan(s).
- Managerial and work efficiency.
- Implementation difficulties.
- Adequacy of monitoring and reporting.
- The extent of national support and commitment and the quality and quantity of administrative and technical support by UNIDO.

**Effectiveness and Project Results**

The evaluation will include a full and systematic assessment of outcomes and outputs produced to date (quantity and quality as compared with work plan and progress towards achieving the immediate objectives), and will be limited to results defined under the direct responsibility of UNIDO.

This includes the relevance of the outputs produced and how the target beneficiaries use the outputs, with particular attention to gender aspects as well as capacity development plans and outcomes; as part of the outcomes, which have occurred or which are likely to happen through utilization of outputs.

The evaluation will also assess the contribution of the project to enhancing local community resilience, recovery and peace building efforts in targeted regions.

The extent to which local (community, enterprise or institutional) resilience and recovery in targeted regions (assessed against the project’s stated results) were enhanced.

**Prospects for achieving the expected impact and sustainability:**

Prospects for achieving the desired outcomes and impact and prospects for sustaining the project’s results by the beneficiaries and the host institutions after the termination of the project, and identification of developmental changes (economic, environmental, social and institutional) that are likely to occur as a result of the intervention, and how far they are sustainable. This, inter alia, should include an assessment of local commitment at various levels to resource allocation for scaling up similar interventions, and an analysis of the impact of the project – and how these relate to and build on earlier UNIDO projects.

The likely impact that the project will have on the beneficiaries:

- Is the project likely to have the intended impact?
• Particular attention will be paid to the financial viability of established institutions or services and the existence or development of medium term business plans for beneficiaries (VTC).
• Economic growth, employment, poverty reduction.

Project coordination and management

The extent to which:

• National management and overall field coordination mechanisms of the project have been efficient and effective.
• HQ-based management, coordination, quality control and input delivery mechanisms have been efficient and effective.
• Monitoring and self-evaluation has been carried out effectively, based on indicators for outputs, outcomes and objectives and using that information for project steering and adaptive management.
• Changes in planning documents during implementation have been approved and documented.
• Coordination envisaged with any other development cooperation programmes in the country has been realized and benefits achieved.
• Synergy benefits can be found in relation to other UNIDO and UN activities in the country.

Procurement issues

The following evaluation questions that will feed in the Thematic Evaluation on Procurement have been developed and would be included as applicable in all projects (for reference, please see Annex 5 of the ToR: UNIDO Procurement Process):

- To what extent does the process provide adequate treatment to different types of procurement (e.g. by value, by category, by exception…)
- Was the procurement timely? How long the procurement process takes (e.g. by value, by category, by exception…)
- Did the good/item(s) arrive as planned or scheduled? If no, how long were the times gained or delays. If delay, what was the reason(s)?
- Were the procured goods acquired at a reasonable price?
- To what extent were the procured goods of the expected/needed quality and quantity?
- Were the transportation costs reasonable and within budget. If no, pleased elaborate.
- Was the freight forwarding timely and within budget?. If no, pleased elaborate.
- Who was responsible for the customs clearance? UNIDO FO? UNDP? Government? Other?
- Was the customs clearance handled professionally and in a timely manner? How many days did it take?
- How long time did it take to get approval from the government on import duty exemption?
- Which were the main bottlenecks / issues in the procurement process?
- Which good practices have been identified?
To what extent roles and responsibilities of the different stakeholders in the different procurement stages are established, adequate and clear?
- To what extent there is an adequate segregation of duties across the procurement process and between the different roles and stakeholders?

Recommendations for the next phase and lessons learned

Recommendations should include consideration of project sustainability, particularly with regard to provision of industrial skills within a post-crisis context.

It is expected that the report’s recommendations would also cover pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability in a context where a country is moving away from humanitarian assistance to development and economic growth.

Based on the above analysis the evaluation team will draw specific conclusions and make proposals for any necessary further action by the Government and/or UNIDO to safeguard a transition to sustainable development.

The mission will draw attention to any lessons of general interest in context where a country is moving away from humanitarian assistance to development and economic growth, and in relation to the design and orientation of the aforementioned, planned thematic evaluation.
8. Time schedule, consultations and deliverables

**Draft Timetable (international evaluator)**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Concrete/measurable Outputs to be achieved</th>
<th>Work days (International evaluator)</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Desk study of project documents &amp; relevant reports on the context</td>
<td>Inception report - Methodology, questionnaires and mission plan completed</td>
<td>1</td>
<td>Home based</td>
</tr>
<tr>
<td>Together with a locally based (Liberia) consultant, design a suitable initial evaluation methodology including a detailed field assessment plan – draft inception report</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Visit Vienna for preparatory meetings; finalise mission plan and appointments and ensure logistical support in place</td>
<td>Interviews in Vienna Field assessment Presentation on preliminary findings in Vienna</td>
<td>10</td>
<td>Vienna and Monrovia</td>
</tr>
<tr>
<td>Conduct field assessment / mission</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Present preliminary findings in Vienna</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Together with a locally based (Liberia) consultant conduct a detailed analysis of assessment results and follow-up surveys</td>
<td>First draft Report by 27.8. Second draft Report by 3.9.</td>
<td>1</td>
<td>Home based</td>
</tr>
<tr>
<td>Together with a locally based (Liberia) consultant, prepare a first draft evaluation report &amp; submission for UNIDO feedback</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Prepare second draft &amp; submit to Office for Independent Evaluation to circulate report among stakeholders for factual verification &amp; feedback</td>
<td>Final draft Report by 26.9.2014</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Finalization of report upon receipt of stakeholders’ feedback</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>12</td>
<td></td>
</tr>
</tbody>
</table>
## Draft Timetable (international, locally based evaluator)

<table>
<thead>
<tr>
<th>Activity</th>
<th>Concrete/ measurable Outputs to be achieved</th>
<th>Work days (International evaluator)</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Desk study of project documents &amp; relevant reports on the context</td>
<td>Inception report Methodology Questionnaires</td>
<td>1</td>
<td>Home based</td>
</tr>
<tr>
<td>Together with an international evaluation consultant, design a suitable initial evaluation methodology including a detailed field assessment plan – draft an inception report</td>
<td>Data on interviews (qualitative and/or quantitative)</td>
<td>4</td>
<td>Monrovia and Kakata</td>
</tr>
<tr>
<td>Based on questionnaires drafter together with the international evaluation consultant, conduct interviews with the beneficiaries and stakeholders</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Conduct field assessment / mission together with the international evaluation consultant</td>
<td></td>
<td>10</td>
<td>Monrovia and Kakata</td>
</tr>
<tr>
<td>Together with an international evaluation consultant, conduct a detailed analysis of assessment results and follow-up surveys</td>
<td>First draft Report by 27.8.</td>
<td>1</td>
<td>Home based</td>
</tr>
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<td>Together with an international evaluation consultant, prepare a first draft evaluation report &amp; submission for UNIDO feedback</td>
<td></td>
<td>1</td>
<td>Home based</td>
</tr>
</tbody>
</table>

**Total** 17

### Consultations

The mission will maintain close liaison with other UN agencies, UNIDO and the concerned national agencies, as well as with national and international project staff. Although the mission should feel free to discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitments on behalf of the Government, the donor, or UNIDO.

### Deliverables

All following deliverables are expected in electronic format:

1. Final evaluation report
2. Initial and final survey reports
3. Draft evaluation report
4. HQ and field presentations
5. Draft survey questionnaire(s)
6. Copies of all completed survey questionnaires
7. Inception report

The evaluation report must follow the structure given in Annex 2.

Draft reports submitted to the UNIDO Office for Independent Evaluation are shared with the corresponding Programme or Project Officer(s) for initial review and consultation. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. The evaluators will take the comments into consideration in preparing the final version of the report.

One copy of all survey interview reports and a copy of all completed survey questionnaires must also be shared with UNIDO.

The evaluation will be subject to quality assessments by the UNIDO Office for Independent Evaluation. These apply evaluation quality assessment criteria and are used as a tool for providing structured feedback. The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality.
## Annex 1: Log Frame

<table>
<thead>
<tr>
<th>Objectives</th>
<th>Measurable indicators</th>
<th>Means of verification</th>
<th>Assumptions &amp; Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Development Objective:</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| Contribute to the national Government’s Poverty Reduction Strategy aimed at revitalizing the economy (Pillar II) in the sectors of agriculture, forestry, mining, manufacturing and services. | • National industrial records  
• Growth of investment in each key sector agriculture, forestry, mining, manufacturing and services. | • Industrial records collected by third-party organizations and official statistics of the government | • Gov. commitment  
• The political situation remains stable |
| **Immediate Objectives:** | | | |
| The immediate objective of the project is to provide vulnerable beneficiaries and youth with marketable skills for increased employment and income generation opportunities within Liberia’s mining, forestry, agriculture, construction and road construction sectors. | • Number of graduates in gainful employment  
• Number of employers satisfied with the level of skills from graduates | • Monthly project reports  
• M&E reports | • Key people in the institutional setup are competent and stable throughout the project  
• Target beneficiaries participate actively in the provided activities |
| **Outputs:** | | | |
| 1. Project start-up and mobilization. | • Participatory workshops organized and implemented, action plan and strategy guidelines agreed upon by all stakeholders  
• Number of trainers provided with up-to-date skills  
• Number of trainees successfully completing the programme (by training specialization)  
• % of graduates finding jobs  
• Functional training center established | • Project work-plan  
• Progress reports  
• Training reports  
• Final project report | • Local authorities actively support the project  
• Industrial sector actively support the project  
• Beneficiaries take full advantage of the training opportunities |
| 2. Establish training facilities to deliver training for heavy equipment operators and basic maintenance. | | | |
| 3. Establish and deliver a training and employment programme in the operation and maintenance of heavy equipment. | | | |
| **Project cluster of activities:** | | | |
| • Participatory workshops, identification of existing training capacities and prepare detailed work-plan.  
• Upgrade / Refurbish existing training facilities  
• Plan and organize the TOT program  
• Deliver training programmes  
• Link graduates to prospective employers | | |
Annex 2: TOC for the evaluation report

Template of in-depth evaluation reports

Table of contents

Acknowledgements
Acronyms and Abbreviations
Glossary of Evaluation Terms
Map
Executive Summary

1. Introduction and background
   1.1 Introduction
   1.2 Background (include a project factsheet, project formulation process, project structure, objectives, donors - and their specific requirements/objectives, e.g. the relevant fund’s priorities and guidelines - counterparts, timing, cost etc – everything that is not an ‘assessment’ and provides background to make the reader understand what the project was/is about. the background to design and management should come under the assessment chapter.)

2. Evaluation purpose, scope and methodology
   2.1 Purpose
   2.2 Scope
   2.3 Methodology
   2.4 Limitations of the evaluation

3. Region/country/programme context
   3.1 Overall situation and trends(national and regional context, especially as relevant to project area)
   3.2 Government strategies and Policies (including local and regional, as relevant)
   3.3 UN frameworks (the UNDAF and where the project fits here)
   3.4 Initiatives of international cooperation partners (describe relevant info on what donors and agencies are doing)

4. Assessment
   4.1 Design (including logframe assessment)
   4.2 Relevance and ownership
   4.3 Efficiency
   4.4 Effectiveness (include the table of results against the project Logframe)
   4.5 Sustainability
   4.6 Impact
   4.7 Management (include details of arrangements and make an assessment)
   4.8 Procurement issues
   4.9 Crosscutting issues (gender, environmental sustainability, South/South cooperation, contribution to international development goals)

5. Conclusions, recommendations and lessons learned
   5.1 Conclusions
   5.2 Recommendations
   5.3 Lessons learned

Annex A. Terms of Reference
Annex B. Organizations visited and persons met
Annex C. Bibliography
Annex D. Logframe
Annex E. Evaluation Matrix
Annex F. Interview Guidelines etc.
Annex 3: Job description

Job descriptions for the evaluation team

International Consultant 11-00

PROJECT: SAP: 120434

TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Project title: "Project for promoting youth employment in the mining, construction and agriculture sector"

Main duty station and location: home-based, with a field mission to Monrovia, Liberia

Mission to: Vienna, Austria; Monrovia, Liberia

Start of contract: 20 July 2014

End of contract: 31 August 2014

No. of working days: 12 working days

Post Title: International Evaluation Consultant

Counterpart(s): Ministry of Commerce and Industry

ORGANIZATIONAL CONTEXT

ODG/EVA is conducting an evaluation the “Project for promoting youth employment in the mining, construction and agriculture sector”. The main objective of this final project evaluation is to make an overall assessment of the effectiveness and efficiency with which the project has been implemented and, in particular, to provide a detailed assessment of the achievements made and overall results obtained. The evaluation shall specifically focus on comparing the actual outputs and outcomes of the project with the ones originally planned in the project document.

PROJECT CONTEXT

Liberia has made significant progress in its efforts to secure and sustain long-lasting peace. As a result of the devastating civil wars, vocational infrastructure critical to rebuilding the country has been left severely damaged. The country faces significant threats from increasing youth unemployment and a growing influx of returnees to the country. Simultaneously, Liberia is attracting significant foreign investment in key industrial sectors, which include mining, energy, road construction, agriculture and forestry. The lack of quality vocational education and well-trained technical personnel present a significant barrier for Liberians to take advantage of the employment opportunities created. This creates a risk that threatens the long-term stability of the country.
This project aims to address the above constraints by upgrading Liberia’s training infrastructure to modern industry needs that will enable vulnerable groups, particularly youth and returnees, to benefit from the employment opportunities generated. In cooperation with Komatsu, heavy equipment and machinery is at the core of the current industrial development in the country. A modern facility will be established to provide hands-on and classroom based learning using modern systems developed by Komatsu. This training center will prepare students for future careers in the operation and maintenance of heavy equipment, which is presently in high-demand across all sectors.

**Duties:**

<table>
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<th>Location</th>
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</tr>
</tbody>
</table>
REQUIRED COMPETENCIES

**Core values:**
1. Integrity
2. Professionalism
3. Respect for diversity

**Core competencies:**
1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Team orientation
5. Client orientation
6. Organizational development and innovation

MINIMUM ORGANIZATIONAL REQUIREMENTS

- Extensive knowledge and experience in livelihoods project formulation and management in a context where a country is moving from humanitarian assistance to development and economic growth
- Experience in the heavy duty vehicle industry
- Experience working with a manufacturer in a training capacity
- Experience in evaluation of industrial skills training
- Proven track record in evaluation of UN-projects
- Good quality report writing skills
- Postgraduate degree in social sciences, engineering or a related field.

The evaluation approach and other details are given in the project evaluation TOR.

**Impartiality:** According to UNIDO rules, the consultant must not have been involved in the preparation, implementation or supervision of any of the programmes/projects under evaluation.
Job descriptions for the evaluation team
International, locally based evaluation consultant 11-00

PROJECT: SAP: 120434

TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Project title: "Project for promoting youth employment in the mining, construction and agriculture sector"

Main duty station and location: Home-based Monrovia

Mission to: Kakata, Liberia

Start of contract: 1 August 2014

End of contract: 30 September 2014

No. of working days: When Actually Employed (WAE), 17 working days

Post Title: International, locally based evaluation consultant

Counterpart(s): Ministry of Commerce and Industry

ORGANIZATIONAL CONTEXT

ODG/EVA is conducting an evaluation the “Project for promoting youth employment in the mining, construction and agriculture sector”. The main objective of this final project evaluation is to make an overall assessment of the effectiveness and efficiency with which the project has been implemented and, in particular, to provide a detailed assessment of the achievements made and overall results obtained. The evaluation shall specifically focus on comparing the actual outputs and outcomes of the project with the ones originally planned in the project document.

PROJECT CONTEXT

Liberia has made significant progress in its efforts to secure and sustain long-lasting peace. As a result of the devastating civil wars, vocational infrastructure critical to rebuilding the country has been left severely damaged. The country faces significant threats from increasing youth unemployment and a growing influx of returnees to the country. Simultaneously, Liberia is attracting significant foreign investment in key industrial sectors, which include mining, energy, road construction, agriculture and forestry. The lack of quality vocational education and well-trained technical personnel present a significant barrier for Liberians to take advantage of the employment opportunities created. This creates a risk that threatens the long-term stability of the country.
This project aims to address the above constraints by upgrading Liberia’s training infrastructure to modern industry needs that will enable vulnerable groups, particularly youth and returnees, to benefit from the employment opportunities generated. In cooperation with Komatsu, heavy equipment and machinery is at the core of the current industrial development in the country. A modern facility will be established to provide hands-on and classroom based learning using modern systems developed by Komatsu. This training center will prepare students for future careers in the operation and maintenance of heavy equipment, which is presently in high-demand across all sectors.

**Duties:**

<table>
<thead>
<tr>
<th>Activity</th>
<th>Concrete/ measurable outputs to be achieved</th>
<th>Work days (International evaluator)</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>Desk study of project documents &amp; relevant reports on the context</td>
<td>Inception report Methodology Questionnaires</td>
<td>1</td>
<td>Home based</td>
</tr>
<tr>
<td>Together with an international evaluation consultant, design a suitable initial evaluation methodology including a detailed field assessment plan – draft an inception report</td>
<td>Data on interviews (qualitative and/or quantitative)</td>
<td>4</td>
<td>Monrovia and Kakata</td>
</tr>
<tr>
<td>Based on questionnaires drafter together with the international evaluation consultant, conduct interviews with the beneficiaries and stakeholders</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Conduct field assessment / mission together with the international evaluation consultant</td>
<td></td>
<td>10</td>
<td>Monrovia and Kakata</td>
</tr>
<tr>
<td>Together with an international evaluation consultant, conduct a detailed analysis of assessment results and follow-up surveys</td>
<td>First draft Report by 27.8.</td>
<td>1</td>
<td>Home based</td>
</tr>
<tr>
<td>Together with an international evaluation consultant, prepare a first draft evaluation report &amp; submission for UNIDO feedback</td>
<td></td>
<td>1</td>
<td>Home based</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>17</strong></td>
<td></td>
</tr>
</tbody>
</table>
REQUIRED COMPETENCIES

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MINIMUM ORGANIZATIONAL REQUIREMENTS

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- Postgraduate degree in social sciences, engineering or a related field.

The evaluation approach and other details are given in the project evaluation TOR.

**Impartiality:** According to UNIDO rules, the consultant must not have been involved in the preparation, implementation or supervision of any of the programmes/projects under evaluation.
Annex 4: Checklist on evaluation report quality

<table>
<thead>
<tr>
<th>Report quality criteria</th>
<th>UNIDO Office for Independent Evaluation assessment notes</th>
<th>Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Report structure and quality of writing</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The report is written in clear language, correct grammar and use of evaluation terminology. The report is logically structured with clarity and coherence. It contains a concise executive summary and all other necessary elements as per TOR.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Evaluation objective, scope and methodology</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The evaluation objective is explained and the scope defined.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>The methods employed are explained and appropriate for answering the evaluation questions.</td>
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<tr>
<td>The evaluation report gives a complete description of stakeholder’s consultation process in the evaluation.</td>
<td></td>
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<tr>
<td>The report describes the data sources and collection methods and their limitations.</td>
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</tr>
<tr>
<td>The evaluation report was delivered in a timely manner so that the evaluation objective (e.g. important deadlines for presentations) was not affected.</td>
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<tr>
<td><strong>Evaluation object</strong></td>
<td></td>
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<tr>
<td>The logic model and/or the expected results chain (inputs, outputs and outcomes) of the object is clearly described.</td>
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</tr>
<tr>
<td>The key social, political, economic, demographic, and institutional factors that have a direct bearing on the object are described.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>The key stakeholders involved in the object implementation, including the implementing agency(s) and partners, other key stakeholders and their roles are described.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>The report identifies the implementation status of the object, including its phase of implementation and any significant changes (e.g. plans, strategies, logical frameworks) that have occurred over time and explains the implications of those changes for the evaluation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Findings and conclusions</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The report is consistent and the evidence is complete (covering all aspects defined in the TOR) and convincing. The report presents an assessment of relevant outcomes and achievement of project objectives. The report presents an assessment of relevant external factors (assumptions, risks, impact drivers) and how they influenced the evaluation object and the achievement of results. The report presents a sound assessment of sustainability of outcomes or it explains why this is not (yet) possible. The report analyses the budget and actual project costs. Findings respond directly to the evaluation criteria and questions detailed in the scope and objectives section of the report and are based on evidence derived from data collection and analysis methods described in the methodology section of the report. Reasons for accomplishments and failures, especially continuing constraints, are identified as much as possible. Conclusions are well substantiated by the evidence presented and are logically connected to evaluation findings. Relevant cross-cutting issues, such as gender, human rights, and environment are appropriately covered.

**Recommendations and lessons learned**

The lessons and recommendations are based on the findings and conclusions presented in the report. The recommendations specify the actions necessary to correct existing conditions or improve operations (‘who?’ ‘what?’ ‘where?’ ‘when?’). Recommendations are implementable and take resource implications into account. Lessons are readily applicable in other contexts and suggest prescriptive action.

**Rating system for quality of evaluation reports**

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1, and unable to assess = 0.
Annex 5: UNIDO Procurement process

UNIDO Procurement process
-- Generic approach and assessment framework

1. Introduction

This document outlines an approach and encompasses a framework for the assessment of UNIDO procurement processes, to be included as part of country evaluations as well as in technical cooperation (TC) projects/programmes evaluations.

The procurement process assessment will review in a systematic manner the various aspects and stages of the procurement process being a key aspect of the technical cooperation (TC) delivery. These reviews aim to diagnose and identify areas of strength as well as where there is a need for improvement and lessons.

The framework will also serve as the basis for the “thematic evaluation of the procurement process efficiency” to be conducted in 2015 as part of the ODG/EVA work programme for 2014-15.

2. Background

Procurement is defined as the overall process of acquiring goods, works, and services, and includes all related functions such as planning, forecasting, supply chain management, identification of needs, sourcing and solicitation of offers, preparation and award of contract, as well as contract administration until the final discharge of all obligations as defined in the relevant contract(s). The procurement process covers activities necessary for the purchase, rental, lease or sale of goods, services, and other requirements such as works and property.

Past project and country evaluations commissioned by ODG/EVA raised several issues related to procurement and often efficiency related issues. It also became obvious that there is a shared responsibility in the different stages of the procurement process which includes UNIDO staff, such as project managers, and staff of the procurement unit, government counterparts, suppliers, local partner agencies (i.e. UNDP), customs and transport agencies etc..

In July 2013, a new “UNIDO Procurement Manual” was introduced. This Procurement Manual provides principles, guidance and procedures for the Organization to attain specified standards in the procurement process. The Procurement Manual also establishes that “The principles of fairness, transparency, integrity, economy, efficiency and effectiveness must be applied for all procurement transactions, to be delivered with a high level of professionalism thus justifying UNIDO’s involvement in and adding value to the implementation process”.

To reduce the risk of error, waste or wrongful acts and the risk of not detecting such problems, no single individual or team controls shall control all key stages of a transaction. Duties and responsibilities shall be assigned systematically to a number of individuals to ensure that effective checks and balances are in place.

In UNIDO, authorities, responsibilities and duties are segregated where incompatible. Related duties shall be subject to regular review and monitoring. Discrepancies, deviations and exceptions are properly regulated in the Financial Regulations and Rules and the Staff Regulations and Rules. Clear segregation of duties is maintained between programme/project management, procurement and supply chain management, risk management, financial management and accounting as well as
auditing and internal oversight. Therefore, segregation of duties is an important basic principle of internal control and must be observed throughout the procurement process.

The different stages of the procurement process should be carried out, to the extent possible, by separate officials with the relevant competencies. As a minimum, two officials shall be involved in carrying out the procurement process. The functions are segregated among the officials belonging to the following functions:

- **Procurement Services**: For carrying out centralized procurement, including review of technical specifications, terms of reference, and scope of works, market research/surveys, sourcing/solicitation, commercial evaluation of offers, contract award, contract management;
- **Substantive Office**: For initiating procurement requests on the basis of well formulated technical specifications, terms of reference, scope of works, ensuring availability of funds, technical evaluation of offers; award recommendation; receipt of goods/services; supplier performance evaluation. In respect of decentralized procurement, the segregation of roles occur between the Project Manager/Allotment Holder and his/her respective Line Manager. For Fast Track procurement, the segregate on occurs between the Project Manager/Allotment Holder and Financial Services;
- **Financial Services**: For processing payments.

Figure 1 presents a preliminary “Procurement Process Map”, showing the main stages, stakeholders and their respective roles and responsibilities. During 2014/2015, in preparation for the thematic evaluation of the procurement process in 2015, this process map/ workflow will be further refined and reviewed.

**Figure 1: UNIDO Procurement process map**
3. **Purpose**

The purpose of the procurement process assessments is to diagnose and identify areas for possible improvement and to increase UNIDO’s learning about strengths and weaknesses in the procurement process. It will also include an assessment of the adequacy of the “Procurement Manual” as a guiding document.

The review is intended to be useful to managers and staff at UNIDO headquarters and in the field offices (project managers, procurement officers), who are the direct involved in procurement and to UNIDO management.

4. **Scope and focus**

Procurement process assessments will focus on the efficiency aspects of the procurement process, and hence it will mainly fall under the efficiency evaluation criterion. However, other criteria such as effectiveness will also be considered as needed.

These assessments are expected to be mainstreamed in all UNIDO country and project evaluations to the extent of its applicability in terms of inclusion of relevant procurement related budgets and activities.

A generic evaluation matrix has been developed and is found in Annex B. However questions should be customized for individual projects when needed.

5. **Key issues and evaluation questions**

Past evaluations and preliminary consultations have highlighted the following aspects or identified the following issues:

- Timeliness. Delays in the delivery of items to end-users.
- Bottlenecks. Points in the process where the process stops or considerably slows down.
- Procurement manual introduced, but still missing subsidiary templates and tools for its proper implementation and full use.
- Heavy workload of the procurement unit and limited resources and increasing “procurement demand”
- Lack of resources for initiating improvement and innovative approaches to procurement (such as Value for Money instead of lowest price only, Sustainable product lifecycle, environmental friendly procurement)
- The absence of efficiency parameters (procurement KPIs)

On this basis, the following evaluation questions have been developed and would be included as applicable in all project and country evaluations in 2014-2015

- To what extent does the process provide adequate treatment to different types of procurement (e.g., by value, by category, by exception)
- Was the procurement timely? How long the procurement process takes (e.g., by value, by category, by exception)
- Did the good/item(s) arrive as planned or scheduled? If no, how long were the times gained or delays. If delay, what was the reason(s)?
- Were the procured good(s) acquired at a reasonable price?
- To what extent were the procured goods of the expected/needed quality and quantity?
- Were the transportation costs reasonable and within budget. If no, pleased elaborate.
- Was the freight forwarding timely and within budget? If no, pleased elaborate.
- Who was responsible for the customs clearance? UNIDO FO? UNDP? Government? Other?
- Was the customs clearance handled professionally and in a timely manner? How many days did it take?
- How long did it take to get approval from the government on import duty exemption?
- Which were the main bottlenecks / issues in the procurement process?
- Which good practices have been identified?
- To what extent roles and responsibilities of the different stakeholders in the different procurement stages are established, adequate and clear?
- To what extent there is an adequate segregation of duties across the procurement process and between the different roles and stakeholders?

6. Evaluation method and tools

These assessments will be based on a participatory approach, involving all relevant stakeholders (e.g. process owners, process users and clients).

The evaluation tools to be considered for use during the reviews are:
- **Desk Review**: Policy, Manuals and procedures related to the procurement process. Identification of new approaches being implemented in other UN or international organizations. Findings, recommendations and lessons from UNIDO Evaluation reports.
- **Interviews**: to analyze and discuss specific issues/topics with key process stakeholders
- **Survey to stakeholders**: To measure the satisfaction level and collect expectations, issues from process owners, user and clients
- **Process and Stakeholders Mapping**: To understand and identify the main phases the procurement process and sub-processes; and to identify the perspectives and expectations from the different stakeholders, as well as their respective roles and responsibilities
- **Historical Data analysis from IT procurement systems**: To collect empirical data and identify and measure to the extent possible different performance dimensions of the process, such as timeliness, re-works, complaints

An evaluation matrix is presented in Annex A, presenting the main questions and data sources to be used in the project and country evaluations, as well as the preliminary questions and data sources for the forthcoming thematic evaluation on Procurement process in 2015.
### ANNEX A: Evaluation matrix for the procurement process

<table>
<thead>
<tr>
<th>No.</th>
<th>Area</th>
<th>Evaluation question</th>
<th>Indicators²</th>
<th>Data source(s) for country / project evaluations</th>
<th>Additional data source(s) for thematic evaluation of procurement process in 2015</th>
</tr>
</thead>
</table>
| 2   | Timeliness         | - Was the procurement timely? How long the procurement process takes (e.g. by value, by category, by exception...) | (Overall) Time to Procure (TTP) | • Interviews with PMs, Government counterparts and beneficiaries | • Procurement related documents review  
• SAP/Infobase (queries related to procurement volumes, categories, timing, issues)  
• Evaluation Reports  
• Survey to PMs, procurement officers, beneficiaries, field local partners.  
• Interviews with Procurement officers |
|     |                    | - Did the good/item(s) arrive as planned or scheduled? If no, how long were the times gained or delays. If delay, what was the reason(s)? | Time to Delivery (TTD) | • Interviews with PM, procurement officers and Beneficiaries | |
|     |                    | - Was the freight forwarding timely and within budget? If no, pleased elaborate. | | | |
|     |                    | - Was the customs clearance timely? How many days did it take? | | • Interviews with PMs, Government counterparts and beneficiaries | |
|     | Roles and Responsibilities | - How long time did it take to get approval from the government on import duty exemption | Time to Government Clearance (TTGC) | • Interviews with beneficiaries | |
|     |                    | - To what extent roles and responsibilities of the different stakeholders in the different procurement stages are established, adequate and clear? | Level of clarity of roles and responsibilities | • Procurement Manual  
• Interview with PMs | • Procurement related documents review  
• Evaluation Reports  
• Survey to PMs, procurement officers, beneficiaries, field local partners. |

² These indicators are preliminary proposed here. They will be further defined and piloted during the Thematic Evaluation of UNIDO procurement process planned for 2015.
<table>
<thead>
<tr>
<th>No.</th>
<th>Area</th>
<th>Evaluation question</th>
<th>Indicators²</th>
<th>Data source(s) for country / project evaluations</th>
<th>Additional data source(s) for thematic evaluation of procurement process in 2015.</th>
</tr>
</thead>
</table>
|     |      | - To what extent there is an adequate segregation of duties across the procurement process and between the different roles and stakeholders? |             | • Procurement Manual  
• Interview with PMs | • Interviews with Procurement officers |
• Interview to PMs  
• Interviews with local partners | |
|     |      | - To what extent were suppliers delivering products/services as required? | Level of satisfaction with Suppliers | • Interviews with PMs | |
|     | Costs| - Were the transportation costs reasonable and within budget. If no, please elaborate. |             | • Interviews with PMs | • Evaluation Reports  
• Survey to PMs, procurement officers, beneficiaries, field local partners.  
• Interviews with Procurement officers |
|     |      | - Were the procured goods/services within the expected/planned costs? If no, please elaborate | Costs vs budget | • Interview with PMs | |
|     | Quality of Products | - To what extent the process provides adequate treatment to different types of procurement (e.g. by value, by category, by exception...) |             | • Interview with PMs | • Evaluation Reports  
• Survey to PMs, procurement officers, beneficiaries, field local partners.  
• Interviews with Procurement officers |
|     |      | - To what extent were the procured goods of the expected/needed quality and | Level of satisfaction with products/services | • Survey to PMs and beneficiaries  
• Observation in project site | |

² Indicators: These indicators are used to evaluate the procurement process in the context of country or project evaluations.
<table>
<thead>
<tr>
<th>No.</th>
<th>Area</th>
<th>Evaluation question</th>
<th>Indicators²</th>
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<tr>
<td></td>
<td></td>
<td>quantity?</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Process / workflow</strong></td>
<td>- To what extent the procurement process if fit for purpose?</td>
<td>Level of satisfaction with the procurement process</td>
<td>• Interviews with PMs, Government counterparts and beneficiaries</td>
<td>• Procurement related documents review</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Which are the main bottlenecks / issues in the procurement process?</td>
<td></td>
<td>• Interviews with PMs, Government counterparts and beneficiaries</td>
<td>• Evaluation Reports</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Which part(s) of the procurement process can be streamlined or simplified?</td>
<td></td>
<td>• Interview with PMs</td>
<td>• Survey to PMs, procurement officers, beneficiaries, field local partners.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>• Interview with PMs</td>
<td>• Procurement related documents review</td>
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