Ex Post-Evaluation Brief
Uganda: Promoting Private Training Providers II

Programme/Client	Promoting Private Training Providers II (CP) – BMZ No. 2001 65 290* and PN 2002 264 (training measure)	
Programme executing agency	Ministry of Education and Sports (MoES)	
Year of sample/ex post evaluation report: 2012/2012		
	Appraisal (planned)	**Ex post-evaluation (actual)**
Investment costs (total)	EUR 5.11 million EUR 0.92 million	EUR 5.34 million EUR 0.91 million
Counterpart contribution (company)	No information available	EUR 0.38 million
Funding, of which budget funds (BMZ)	Inv.: EUR 5.11 million Training: EUR 0.92 million	Inv.: EUR 4.96 million** Training: EUR 0.91 million

* random sample; **remaining funds used in follow-on project

Project description: The project was designed to extend and improve formal training capacities among private training providers (PTPs). It was a cooperation project that also involved GIZ, and was integrated into a joint strategy for the priority area "sustainable economic development". The FC component comprised 53 construction measures (workshops, classrooms), the provision of technical equipment, and consulting services. The project was designed to include participants into project planning and implementation (also including counterpart contributions). The investment was also accompanied by a training measure that encompassed training activities for the PTP directors, further training for instructors, income-generating courses, the preparation of 18 training modules, introduction of an accounting system, and other activities.

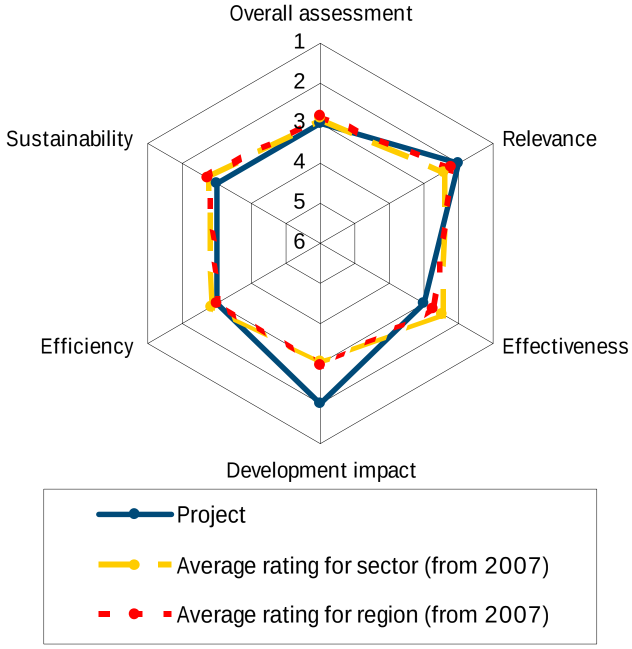
Objective: The overall objective was to contribute toward reducing unemployment and underemployment in Uganda, thus reducing poverty and helping stimulate economic development. Indicators included the contribution made to employment by the supported training offerings, as measured by graduate tracer studies. The project objective was to support demand-driven and sustainable training of the workforce using the capacities of private training providers that were extended and improved through the project. Indicators measured the capacity utilisation (expressed as % of maximum capacity) of the promoted private training providers three years after completion, and the increase in enrolment rates. **Target group:** All participants of vocational training measures provided by the promoted PTPs, a high percentage of whom were drawn from poor sections of the population, due to the social objectives of many private providers.

Overall rating: 3

Six of the 35 PTPs supported no longer exist. Training figures for the remaining PTPs were raised significantly on average, although only 4 PTPs are working to full capacity. Many of the graduates have not been absorbed by the labour market, but have become self-employed. The training courses are not always geared to the needs of the labour market.

Of Note: The PTPs are largely financed from training fees – which are subsidised by the state or churches. Young people and their parents cannot afford the full amount for the course fees. Hence the subsidy per trainee trained by the PTPs, which was introduced by the Ugandan Ministry of Education and Sports (MoES) in 2009, is key to the long-term sustainability of the PTPs.

Rating by DAC criteria



EVALUATION SUMMARY

Overall rating: The design of the project was appropriate. The project essentially achieved its direct objectives, as the number of trainees rose at most of the PTPs visited. The project also helped develop the sector as part of the development corporation priority area “sustainable economic development”. **Rating: 3**

Relevance: Due to the large number of young people without basic vocational training, and high youth unemployment, major importance is attached to improving vocational training in Uganda. The Ugandan Government also considers training that is geared to practical market needs to be highly relevant. Five out of eight objectives contained in the National Development Plan (2010-15) are directly or indirectly related to technical and vocational training.

Similarly, the Ugandan Government also recognises the importance of private training providers, which perform the bulk of technical training in Uganda. Since 2009/10, GoU has been making funds available for the conduct of non-formal training courses on the basis of a fixed rate per student. According to information provided by the former director of the Uganda Association of Private Vocational Institutions (UGAPRIVI), 350 training providers (TPs) in the country and a total of approximately 15,000 trainees are being supported in this way. Last year the funds provided were increased, demonstrating the high relevance that the government attaches to training. The proportion of the education budget accounted for by business, technical and vocational education and training (BTVET) was increased from 8.8% (2010/11) to 17.8% (2011/12). Nevertheless, the practical technical trades are still accorded low social status, and young people tend rather to aspire to white-collar jobs. Consequently, the demand for practical technical training among young people is not as high as the government would like it to be.

The design of the FC project, which aimed to support existing PTPs by developing and extending buildings and providing technical equipment, therefore tackled a major constraint to development. The results chain, which envisaged improved training leading to greater labour market opportunities and thus higher income, was plausible.

The project formed part of the priority area “sustainable economic development”, and was at the time in accordance with the relevant sector strategies of the BMZ. Sub-Rating: 2

Effectiveness: According to the 2001 project appraisal report, only one indicator was formulated to measure the achievement of the project objective. The project objective was: “to support demand-driven and sustainable training of the workforce using the capacities of private training providers extended and improved through the project”; the indicator was: “capacity utilisation of the promoted PTPs three years after completion”. There was a lack of both quantitative and qualitative indicators. Capacity utilisation is not defined in any further detail.

If we apply the indicator to the number of trainees, we see that the figure varies considerably from PTP to PTP. At the beginning of the project in 2002 Beauty Tipps had just 7 trainees, whereas by 2012 the figure was 177. Jimmy Sekasi (hotel management) increased its number of trainees from 166 (2002) to 340 (2012), Rugaba Hospital (nursing training) increased its figure from 110 to 300. The total number of trainees with the 18 PTPs visited by the evaluation mission (out of 35 promoted PTPs) rose from 1,630 in 2002/03 to 3,416 trainees in 2011/12. Four PTPs have fewer trainees now than they did in 2002. Given that the number of trainees increased by 109% at the 18 PTPs visited, the indicator can be considered as having been achieved. A results study conducted in 2008 (Bauer/Reichert) concluded that enrolment rates had increased by 68% by 2008. However, 6 of the 35 PTPs are no longer providing training today for a variety of reasons (sale or closure of the PTP). Another PTP visited by the consultant has only few trainees (19), and it is to be feared that this provider will also have to close down in the future. Although most of the 18 PTPs visited and still providing training did increase their number of trainees considerably, only 4 PTPs indicated that they were operating to full capacity, while all the others were still able to accept more trainees. According to the directors of the PTPs the reason why they are not working to full capacity is the low status of the technical trades among young people.

Applying the indicator to the use of the buildings and equipment, we find that at the 18 PTPs visited all the buildings were being used. Two libraries were being used only partially. One PTP (Tiner Beauty) in Kampala has sold the building built using FC funds, but is continuing to provide training in another (less well built, but larger) centre using the equipment made available through FC. According to the instructors, with only sporadic minor exceptions all the PTPs are making good use of their equipment. As far as the consultant was able to tell from the visible signs of use on the equipment, this appeared to be the case.

Concerning the quality of the training courses promoted, the directors of the PTPs reported that almost all trainees (90% of them) pass the practical exams at the end of the short courses, which are conducted by the Directorate of Industrial Training (DIT). The pass rate for the more theoretical formal courses is somewhat lower (70%).

The training component supported the development of management capacities in the PTPs through courses in personnel management, general management and accounting. The provision of 150 internships for instructors helped enable them to gain practical experience. Training in entrepreneurial skills for instructors led to this subject now being taught in 12 of the 18 PTPs visited. Work experience for trainees is also compulsory at 11 of the 18 PTPs visited.

To summarise, the buildings and equipment were being used and as such were contributing to improved training. The number of trainees rose significantly. Nevertheless, most of the PTPs are not operating to full capacity, and 6 of the 35 PTPs are no longer providing training at all. Sub-Rating: 3

Efficiency: Fifty-two construction measures – workshops, classrooms, ancillary buildings, kitchens and libraries – were implemented at 29 PTPs by an (Indian) construction company. Most of the buildings are still in good condition and are being maintained. However, some PTP directors indicated that the quality was not always satisfactory. Some of the PTPs had complained about the low quality, e.g. the window handles. Moreover, the buildings were not always suitable for their purpose. At two PTPs the consultant saw a two-storey library that was not being properly used. Also, neither of the libraries met the needs of the PTP they was serving. What the PTPs need is not large rooms but classrooms; one PTP had erected separating walls in the building for this reason.

A total of 68% of the investment funds available were used for construction measures, 26% for equipment and 1% for teaching aids. At EUR 288/sq m, the construction costs fell just below the figure of EUR 307/sq m estimated in the project appraisal report. The FC funds were delivered to the PTPs as non-repayable grants; the PTPs selected were required to make a counterpart contribution of 10%. All the PTPs had to sign a contract guaranteeing the training in the refurbished building, using the equipment provided, for six years. This period elapsed in 2011.

The items of technical equipment (metalworking and woodworking machinery, sewing machines, hairdryers, computers etc.) were all purchased in Europe, and were manufactured to a high standard. Standard sets were purchased for each trade, so that all the PTPs received the same basic equipment.

Allocative efficiency was not quite everything it might have been, as is evident from the figure of six PTPs closed down. In this case a more rigorous appraisal at the beginning of the project might have revealed the fact that the rural PTPs at least were not capable of surviving at the remote locations. Sub-Rating: 3

Overarching developmental impact: To measure the achievement of the overall objective "Make a contribution toward reducing unemployment and underemployment in Uganda, thus reducing poverty and helping stimulate economic development", the following indicator was formulated: "the contribution made to employment by the supported training offerings, as measured by graduate tracer studies".

According to the results of a tracer study conducted in 2008 on KfW's behalf, 85% of graduates were (self-)employed[1]. However, it was not possible to establish a direct correlation between the PPTP project and the rate of employment, because that rate had also risen on a similar scale for PTPs that were not supported. With the exception of two of the 18 PTPs visited, none of the others were conducting regular tracer studies. There are no funds available for this purpose, and the PTPs do not recognise the importance of tracer

[1] Unfortunately the tracer study in question does not provide any further information on the nature of this self-employment, i.e. whether it was a subsistence activity or a business activity going beyond that.

studies. However, a number of PTPs do keep in touch with former graduates, one reason being that they visit them regularly in order to organise internships for trainees. The directors of the PTPs visited stated that most graduates had found jobs or were self-employed, though no proof is available.

The entry-level income that the trainees are able to generate is around USh 150,000 – 200,000/month (approx. EUR 60-70). This is significantly higher than the national per capita income, and therefore represents a contribution to poverty reduction. Nevertheless, these incomes are very low. As the graduates gain years of experience, however, their incomes may grow.

According to the information provided by the PTP directors, the (self-)employment rate of graduates is high. Although no direct correlation with the PPTP can be firmly established, the 29 PTPs that are still providing training very probably are helping reduce unemployment. The impact of the project is therefore good. Sub-Rating: 2

Sustainability: Of the 18 PTPs visited and still providing training, today all but one PTP (a butcher that lives from sales revenues, but only has five trainees) generate their income from training fees, which are partly subsidised by the state. Of the remaining 17 PTPs, eight are run by private entities, i.e. not by an NGO or church-based organisation, and must fund themselves. Since 2009/10 the Ministry of Education and Sports (MoES) has provided subsidies for non-formal training on the basis of a fixed rate per student. One PTP is run by an NGO that receives foreign aid. Eight are run by church-based organisations, and therefore also have foreign sponsors. In other words, today all the PTPs – with the exception of the butcher – are dependent on support, whether it comes from abroad or from the Ugandan Government. Since the target group is poor, it is almost impossible to fund vocational training through trainees' fees alone. Other countries, such as Germany, also subsidise vocational training. Therefore, although the dependency on external funding is a weakness in terms of sustainability, this was accepted during the planning phase. For many of the church-based PTPs, external support has been underpinning their continued existence for decades.

The size of the PTPs also determines their sustainability. Of the 18 PTPs visited, only four have fewer than 100 trainees, eight have 100-200 trainees, three have 200-300 and three have more than 300 trainees. Two of them are owned by private entities (i.e. neither by NGOs nor by churches). With the exception of the six PTPs that are no longer providing training, all the others that have more than 100 trainees have a good chance of survival. These PTPs are sustainable, either because they are supported by churches abroad, or because they are able to cover their costs thanks to the support provided for trainees in the non-formal sector by the MoES.

The training component of the project provided training courses on maintenance of the workshops, tools and machinery, inter alia supported by a member of the Senior Expert

Service. It was extremely helpful that this measure was implemented. The PTPs recognise the importance of maintenance, and many of them include it in their own training modules. At the majority of PTPs visited the consultant was able to observe maintenance measures such as the repair of broken window panes (at one PTP rainwater collection tanks had even been installed), though at one PTP a lack of care was evident. The results study conducted in 2008 (in relation to phases I and II) established that out of 21 PTPs, seven were performing no systematic maintenance activities, while maintenance at twelve PTPs was good to fair. In the case of two PTPs insufficient information was available.

The dependency on external funding places a question mark over the sustainability of vocational training centres. However, this phenomenon is not confined to Uganda; it is also widespread in other countries. Taking this into account, the PTPs with the FC-funded equipment would appear to be more sustainable than they were before. However, since six PTPs have been closed, sustainability is only moderately satisfactory. Sub-Rating: 3

Notes on the methods used to evaluate project success (project rating)

Projects (and programmes) are evaluated on a six-point scale, the criteria being relevance, effectiveness, efficiency and overarching developmental impact. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

1	Very good result that clearly exceeds expectations
2	Good result, fully in line with expectations and without any significant shortcomings
3	Satisfactory result – project falls short of expectations but the positive results dominate
4	Unsatisfactory result – significantly below expectations, with negative results dominating despite discernible positive results
5	Clearly inadequate result – despite some positive partial results, the negative results clearly dominate
6	The project has no impact or the situation has actually deteriorated

Ratings 1-3 denote a positive or successful assessment while ratings 4-6 denote a not positive or unsuccessful assessment

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability) The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability): The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected).

Sustainability level 3 (satisfactory sustainability): The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability): The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and is very unlikely to improve. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.

The overall rating on the six-point scale is compiled from a weighting of all five individual criteria as appropriate to the project in question. Ratings 1-3 of the overall rating denote a "successful" project while ratings 4-6 denote an "unsuccessful" project. It should be noted that a project can generally be considered developmentally “successful” only if the achievement of the project objective (“effectiveness”), the impact on the overall objective (“overarching developmental impact”) and the sustainability are rated at least “satisfactory” (rating 3).