

Austrian Development Agency (ADA)
Mid Term Review of the ADC Project 2307-00/2008
Curriculum & Teaching Materials Development - Hotel & Tourism Management and Training Institute
Terms of Reference

1. Background

Tourism is one of the main contributors to Bhutan's national budget. The development priorities of the 9th and 10th Five Year Plan envisaged job opportunities and increasing high quality – low impact tourism in Bhutan. The project started in 2005 with the aim of strengthening the tourism sector by providing training at international standards and by increasing quality tourism services through the establishment of a Hotel & Training Management Institute (HTMTI), later renamed Royal Institute for Tourism and Hospitality – RITH (Project Document B).

The Austrian Development Cooperation (ADC) and the Royal Government of Bhutan (RGoB) therefore also agreed to co-finance a construction project (ADC Project 2248-00/2007) to

- 1) renovate and adapt an old hotel in Upper Mothithang for the establishment of a high quality training institution with state of the art equipment (training kitchen, bar, banqueting facilities, etc) and
- 2) to construct a training hotel with passive house/ low energy standards. The construction of the training hotel has not been finalised to date.

In 2008 ARGE Salzburg (a consortium of Tourism Schools Salzburg – Institute of Tourism and Hotel Management (ITH) Kleßheim, University of Applied Sciences – School for Business Development in Tourism “EMTA”, Akademie Urstein) was awarded a contract to provide its know-how to the Bhutanese project partner to

- 1) develop and strengthen the capacity of staff in the tourism industry including the training and supervision of the faculty of RITH;
- 2) to develop the curriculum for a two-year diploma course at international standards as well as to provide for respective teaching material; and
- 3) support the establishment of effective and efficient organisation of HTMTI/RITH and the Training Hotel.

The Training Institute started its first academic year in August 2010 with 50 students and became fully operational after the inauguration in October 2011. Currently the third batch of students is about to finish its second semester. The initial plan to establish an affiliation with Tourism Schools Salzburg could not be realised yet because RITH has still not been fully established as an independent institute. Furthermore certain standards (e.g. related to hygiene) which form a prerequisite for the affiliation have not been met. Therefore neither the affiliation has taken place nor have the students of the first batch been awarded any internationally accredited diploma.

The vision for RITH is to become a center of excellence for tourism and hospitality training in Bhutan offering not only a two year diploma programme but also vocational trainings and possible higher qualifications in the future. The institute lay out was planned in order to combine practice and theory for all training aspects. Thus the training kitchen and the training restaurant provide the facilities to train students in Culinary Arts and Restaurant Management in class. The adjacent banquet hall and the (future) nearby training hotel provide practical on-the-job training for students.

The two year diploma programme has been designed for grade 12 high school graduates. In this programme all important aspects of training for tourism and hospitality professionals have been included. Besides courses for tourism and hospitality related subjects, students are also trained in basic managerial skills, entrepreneurship, sustainability, and eTourism.

The original concept foresaw the management of the institute, the banquet hall and the hotel under one general management. This manager would report to a board with representatives from all relevant stakeholders such as Tourism Council of Bhutan, Ministry of Education, Royal University of Bhutan, Ministry of Labour and Human Resources, Hotel Association of Bhutan, Association of Bhutanese Tour Operators, Austrian partners and possibly other parties.

Due to delays in the set-up of the institute and the hotel and the missing professional management of the institute as well as the unclear destiny of RITH with regards to its legal form, it was decided that the management of the hotel will be tendered out to professional hotel operators. The banquet hall together with the outside ceremonial ground will stay with the institute and be rented out to the future hotel operators upon request.

Currently the banquet hall and the adjacent ceremonial ground are managed by RITH. The faculty of the F&B and Kitchen Department organize and manage all events together with students. The banquet hall is equipped with the necessary furniture and IT equipment but has no small operational equipment (SoE). So far, the training equipment of the institute is used for all events.

2. Purpose

The main purpose of the Mid Term Review (MTR) is to inform the national stakeholders and ADA to which extent the original goals and objectives of RITH have been achieved six years after the commencement of the technical assistance (TA) and whether these goals are still valid and relevant considering the developments in the tourism industry in Bhutan and the region.

The MTR shall appraise the effectiveness and appropriateness of the technical assistance provided for RITH and shall identify measures to ensure the sustainability of achieved results and of the institutional and organisational set-up of RITH.

3. Objectives

The main objectives of the MTR are:

- to obtain a clear picture of the status of development of the RITH and on the achievements of envisaged results to date.
- to form an opinion on conformity of the RITH with the current and prospective needs of the Bhutanese Tourism Industry and the suitability and quality of curricula, teaching methods and material.
- to appraise the effectiveness and appropriateness of the TA provided for RITH and to receive recommendations for adaptive measures
- to assess the conduciveness of the set-up of RITH and its legal, structural, institutional and organisational framework and integration into the vocational and/or academic education system
- to receive concrete recommendations for necessary strategic and practical steps to implement necessary adaptation measures and to achieve the intended results within a yet to be defined remaining project period.

4. Subject and Scope of the MTR

As it is a Mid Term Review it will focus on the criteria of relevance, effectiveness efficiency and sustainability and will consider impact to a lesser extent.

Emphasis lies on the quality and relevance of the curricula and the training provided by RITH for the further development of tourism services in Bhutan taking into account the absorption

capacity of the job market in Bhutan's tourism industry in particular and in the region in general.

Concerning effectiveness the main focus will lie on the effective execution of the technical assistance and progress made by RITH concerning training in all relevant tourism related subjects according to international standards as well as effective quality management.

The MTR will look into the institutional integration of RITH into the Bhutanese education system and in strategic options to strengthen the sustainability of achieved (and still to be achieved) standards and results.

The MTR will also analyse the project support between 2006 and 2012 with a special focus on the period between 2010 and 06/2013, when RITH has been operational and provide recommendations for a remaining period that has yet to be defined.

The review team will take into account cross cutting issues such as poverty alleviation, gender equity and environmental issues.

5. Main review questions

Relevance:

1. How relevant is the concept of the RITH as a training institute for all stakeholders?
2. How relevant are the curriculum and teaching materials with regard to improving tourism services against the backdrop of Bhutan's high value – low impact tourism?
3. How relevant is the curriculum with regard to the needs and the absorption capacity of the Bhutanese tourism industry?
4. To which extent does the curriculum comply with national accreditation standards and requirements of the national VET (vocational education and training) and/or education system?
5. To which extent is this project relevant for the development of standards and quality management for VET in the tourism sector in Bhutan?
6. Are the objectives, intended outcomes, outputs, indicators and activities still relevant?

Effectiveness:

1. To which extent have the original objectives (see log frame) of the project been achieved? What are the main factors for achievement and for failures? Which objectives are still paramount in order to achieve the overall goal of the project? And which measures are crucial for the implementation?
2. How effective is the structure and management of RITH and how effective is the collaboration of all involved stakeholders (a.o. ACO, TCB, ARGE Salzburg, RITH, Industry etc.)?
3. To which extent have capacity development measures of the project led to the required competencies of the current faculty to teach students according to high quality standards at an international level (look into all subjects)?
4. To which extent have teaching materials, training equipment and training infrastructure been appropriate with regard to effective use, applicability and needs of the curriculum and of the faculty?
5. How effective were the visits of experts with regard to impact on and transfer of knowledge, skills and quality of teaching and management?
6. How effective is the communication, collaboration and knowledge transfer between RITH and the tourism industry in Bhutan?
7. To which extent has the project considered poverty issues, gender equality, and environmental protection?

8. Which additional measures would be recommended to further develop and improve the quality standards of training in RITH?
9. What is / will be the job markets for the students of the RITH?
10. Which measures are recommended to increase the effectiveness of the project?

Efficiency:

1. Is there a reasonable proportion between the achievement of results and the investment in human resources, time and money? Which measures could improve the proportion?

Sustainability:

1. How likely is it that the current programme's objectives will be achieved?
2. To which extent is RITH and its curriculum integrated in the national education system and what are the steps to achieve full integration and national and international accreditation?
3. Which external factors have to be considered to ensure the sustainability of RITH?
4. Which time frame for further support is recommended in order to ensure the achievement of crucial objectives and ownership and self-reliance of RITH?
5. Which structures will be required in Bhutan to sustain and further the in-country expertise of the faculty and the quality management?

6. Evaluation approach and steps

The review team will build up its work on the relevant standards for evaluations of the OECD DAC and those of the Austrian Development Cooperation, <http://www.entwicklung.at/activities/evaluation/en/> where applicable. All work needs to be documented by using transparent criteria.

The mid-term review consists of two phases.

The first phase comprises:

- a. A study of documents provided by ADA, please refer to section 15 of the terms of references
- b. Introductory briefing and interviews in Vienna with key stakeholders in ADA head office and ARGE Salzburg
- c. The submission of a draft inception report that must contain at least the following points
 - presentation of preliminary findings/assumptions on the main questions of the mid-term review
 - detailed presentation of the methods to be applied during the second phase of the mid-term review: methodology of the consultative process, key information to be obtained during the interviews in Bhutan, interview partners to be met, participants of the consultative workshop, indicators for verification/falsification of the preliminary findings/assumptions
 - detailed planning of the visit to be decided in the inception phase (together with the interviews and consultative workshop maximum of 10 to 15 days in Bhutan).

The draft inception report must be provided to ADA Evaluation Unit for commenting. The ADA Evaluation Unit will provide comments within two weeks after receipt of the draft inception report. The ARGE Salzburg and the Bhutanese Partners will provide their comments directly (with a copy to ADA Evaluation Unit).

f. Presentation of the final version of the inception report after receipt of the written comments.

The second phase starts only upon written approval by the ADA Evaluation Unit of the inception report. The main components of the second phase are:

a. Interviews in Bhutan and the preparation of a written discussion document including power point presentation for the consultative workshop. A discussion document shall present the preliminary findings/recommendations on the questions of the mid-term review based on the results of the inception report, the outcome of the interviews with relevant interlocutors in Bhutan. The discussion document will be shared with all stakeholders that are invited to the workshop. Participants of the consultative workshop are the representatives of the relevant Bhutanese Partners, two representatives of ACO Thimphu, one representative of ADA head office, and one representative of ARGE Salzburg. At the end of the consultative workshop it must be ensured that the participants share a common agreement on the findings of and recommendations on the questions of the mid-term review. (The interviews, visits and the consultative workshop will be conducted in line with the planning presented in the inception report, unless possible changes are approved by ADA Evaluation Unit).

b. Submission of a draft final report to the ADA Evaluation Unit. The ADA Evaluation Unit will provide comments. The ARGE Salzburg and the Bhutanese Partners will provide their comments directly (with a copy to ADA Evaluation Unit).

c. Incorporation of the written comments and submission of the final version of the report to the ADA Evaluation Unit. Approval of the final report by the ADA Evaluation Unit

7. Time plan

The mid-term review should start the latest 30.09.2013 with the field mission taking place between 18.11.2013 – 06.12.2013. The final report is to be presented the latest by 20.01.2014.

No	Evaluation Phase	Estimated work days	Time Period/Deadline
1	Desk study	12	until 25.10.2013
2	Introductory briefing and interviews in Vienna (if necessary two visits to Vienna are possible)	5	until 25.10.2013
3	Submission of the draft inception report	5	until 25.10.2013
4	Submission of final inception Report	3	until 15.11.2013
5	Field visit incl. consultative workshop in Bhutan	15	18.11. – 06.12.2013
6	Submission of the draft final report	5	until 16.12.2013
7	Submission of the final report	4	until 20.01.2014

8. Deliverables

The review team is expected to deliver five reports:

- draft inception report
- inception report

- written discussion document including power point presentation for the consultative workshop
- final draft evaluation report and
- final report according to the deadlines mentioned in the timetable and
- the final invoice.

The inception report (max. 10-15 pages) should focus on the evaluation questions: identify indicators and concrete evaluation methods/instruments for each of them. It should also include an outline how triangulation is guaranteed. The final review report (max. 30 pages, excluding annexes) should focus on the review's findings, discuss lessons learnt, draw conclusions and provide recommendations.

The reports should lay out the information in a presentable and clearly arranged form and should be free from spelling mistakes and ambiguous linguistic formulations. All reports should be made available in English.

The final draft review report and final report need to be structured according to the OECD/DAC criteria and the evaluation questions. The quality check of these reports will be made on the basis of the evaluation quality criteria of the OECD/DAC and the following benchmarks:

- Were the terms of reference fulfilled and is this reflected in the report?
- Does the report contain a comprehensive and clear summary?
- Is the report structured according to the OECD/DAC criteria and the evaluation questions?
- Are all evaluation questions answered?
- Are cross-cutting issues (e.g. poverty, gender and environment) indicated in the report separately?
- Does the report describe and assess the intervention logic?
- Are conclusions and recommendations based on findings clearly stated in the report, and are they derived from the evaluation questions?
- Does the report clearly differentiate between conclusions, recommendations and lessons learnt?
- Is it comprehensible how the evaluators have achieved their findings?
- Are the recommendations and lessons learnt realistic and is it clearly expressed to whom the recommendations are addressed to?
- Are the methods and processes of the evaluation sufficiently documented in the evaluation report?
- Were the most significant stakeholders involved consulted?
- Were the most important documents taken into consideration, and is the content of the latter reflected in the report?
- Is the information in the report coherent and well-organized?
- Is the language of the report accurate and straightforward?
- Can the report be distributed in the delivered form?

9. Management of the Mid-Term Review

The GNH Commission is involved in all milestones of the process of the mid-term review and will be the counterpart in the whole process.

The ACO Thimphu will contribute to the preparations and the realization of the MTR by organizing and facilitating all meetings and discussions in Bhutan, especially with all relevant Bhutanese stakeholders. The ACO and the different organizational units within ADA in charge of Bhutan will provide the necessary documentation and information to the review team.

The ADA Evaluation Unit is responsible for managing the evaluation.

The review team will be provided with one copy of all documents concerning the project to be reviewed already at the signing of the contract. These will include a.o:

- project documents (including budget);
- all project reports compiled so far;
- list of contacts containing all persons involved in the implementation of the project as well as all local partners (including representatives of the target group etc.).
- project's deliverables: curricula, teaching/learning materials, etc.

10. Payment modalities

An advance payment (travel costs and other travel costs as well as costs of logistics, such as consultative workshop) will be transferred upon acceptance of the inception report by ADA. The remaining cost will be settled by ADA after the presentation of the final invoice and its acknowledgement by ADA.

The payment for the consultative workshop has to be included in the mid-term review process and the bill has to be settled by the review team. It is currently estimated that the costs for the consultative workshop (including food, drinks and logistics for the participants) will be maximum 2.000,-- EUR. Therefore the costs for the workshop have to be included in the financial offer.

11. Logistical arrangements

The review team is responsible for its own logistical arrangements. The ACO Thimphu will provide assistance in the booking of the flights in Bhutan, if required, visa application and hotel booking as well as for the logistical arrangement of the consultative workshop.

12. Contracting of the review team

The team of the mid-term review is contracted by means of a direct contracting process. Several experts will be invited to submit a concept note of a technical offer (maximum 8 pages) and the estimated costs.

13. Selection Criteria

The mid-term review should be conducted by a team of two international experts and one national expert (gender balanced).

The review team should meet the following criteria:

- Master Degrees in the area of tourism and education, VET expert
- at least 7 years (since 2005) years of proven experience in the VET and tourism sector
- proven experience in collaboration with the private sector
- at least 7 years proven (since 2005) experience in curriculum development, organisational development and quality management and assurance
- proven monitoring and evaluation experience of the team leader (minimum 5 evaluations since 2005)
- proven experience in applying social science survey methods (minimum 3 evaluations since 2005)
- review / evaluation in the South Asian and South East Asian Regions is beneficial
- knowledge of German language.

The national expert should complement the qualifications of the international expert in a manner that enables them to complete the assignment as a team.

The concept note of a technical offer (8 pages) should meet the following criteria:

- brief description of the understanding of the assignment
- presentation of a proposed methodology, approach and work plan
- understanding of the critical issues and challenges of the project and its implementation.

The estimated costs should follow the following breakdown:

- personnel costs: name of expert, estimated number of working days, fee rate per working day, amount
- travel costs: travel costs per mission to Bhutan and Austria, daily living allowances, accommodation and other travel costs
- VAT

14. List of Interview Partners

The final list of persons to be interviewed will be provided upon contracting. It is currently estimated that altogether about 60 people need to be interviewed, a.o.:

- Austria: ADA, ACO Thimphu, ARGE Salzburg, etc.
- Bhutan: Tourism Council Bhutan, RITH-Faculty, RITH students, RITH alumni, industry, workplace alumni, Ministry of Labour & Human Resources, Ministry of Education, Royal University of Bhutan, Gross National Happiness Commission, Royal Civil Society Commission, Wangchuk Ressor, Bhutan Middle Management Programme for Hospitality etc.

15. List of Documents

The final list of documents to be studied will be provided upon contracting. It is currently estimated that the relevant documents will cover, a.o.:

- Austria: relevant policy documents of the Austrian Development Cooperation, Mid-Term Review Country Strategy Bhutan 2013
- Bhutan: relevant policy document of the Royal Government of Bhutan
- general project's documents and relevant agreements and minutes and
- all project's outputs from its inception in 2008 till June 2013.

Vienna, 12.07.2013