Generating Growth Opportunities and Productivity for Women Enterprises (GROW) Project

Terms of Reference (ToR)

for

Business Advisory Services to Beneficiaries (Grantees) of Gender Inclusive Workplace Infrastructure

THE REPUBLIC OF UGANDA
MINISTRY OF GENDER
LABOUR & SOCIAL DEVELOPMENT

August, 2026

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ABBREVIATIONS

GROW	Generating Growth Opportunities and Productivity for Women Enterprises (GROW) Project
MGLSD	Ministry of Gender, Labour and Social Development
PSFU	Private Sector Foundation Uganda
CUPF	Common User Production Facilities
BDS	Business Development Services
ICT	Information and Communications Technology
MSME	Micro Small and Medium Enterprise
PDO	Project Development Objectives
UNBS	Uganda National Bureau of Standards
ESMP	Environmental and Social Management Plan
E&S	Environmental and Social Safeguards
PBA	Performance Based Agreement
KPI	Key Performance Indicators
CFA	Certified Financial Analyst
CPA	Certified Public Accountant
ACCA	Association of Certified Chartered Accountant
GBV	Gender Based Violence
O & M	Operation and Maintenance
CV	Curriculum Vitae
GRM	Grievance Redress Mechanism

1.0 INTRODUCTION

The Government of Uganda received financing from the World Bank towards the cost of implementing the Generating Growth Opportunities and Productivity of Women Enterprises (GROW) Project in support of Government's objective of reducing gender inequality across the lifecycle and promoting women's economic empowerment, leadership and participation in decision making, sustainably increasing production, productivity and value addition in agriculture, industry, minerals, oil & gas, tourism, ICT and financial services through investment in entrepreneurship programs and business centers.

The project is being implemented by the Ministry of Gender, Labour and Social Development (MGLSD) as a lead implementing agency in collaboration with the Private Sector Foundation Uganda (PSFU) as an implementing entity. The Project Development Objective (PDO) is to increase access to entrepreneurial services that enable female entrepreneurs to grow their enterprises in targeted locations, including in host and refugee districts.

The project has 4 components; (i) Support for Women's Empowerment and Enterprise Development Services, (ii) Access to Finance for Women Entrepreneurs, (iii) Enabling Infrastructure and Facilities for Women Enterprise Growth and Transition, and (iv) Program Management, Evidence Generation, and Policy Innovation. This comprises an integrated program of customized services that empower women entrepreneurs to grow and transition their enterprises from micro to small and from small to medium, as well as improve their productivity.

These Terms of Reference (TOR) will cover activities under subcomponent three (3A & 3B). Establishment and Equipping of Common User Production Facilities (CUPFs) and Enabling Access to Gender-Inclusive Workplace Infrastructure respectively. It will provide grants to support innovation and business expansion for women-owned businesses through the establishment of common user production facilities. The aim is to provide demand-driven infrastructure and facilities to improve productivity of women as a step towards enterprise growth and transition. The target beneficiaries include women entrepreneurs who are managing micro and small businesses. Approximately 25,000 female entrepreneurs, including from refugee-hosting districts, are expected to benefit from this intervention for target beneficiary reach projection.
The implementation of this subcomponent will be done by the MGLSD with technical support from the Business Advisory Services firm.

The MGLSD now invites eligible consulting firms to submit their Proposals for the provision of consultancy services for **Business Advisory and Development Services** of Gender Inclusive Workplace Infrastructure and Common User Production Facilities.

2.0 PURPOSE AND SCOPE OF THE ASSIGNMENT

2.1 PURPOSE

The purpose of the Business Advisory Services firm (Consultant) is to provide technical assistance to Gender Inclusive Workplace Infrastructure and Common User Production Facilities (CUPFs) beneficiary enterprises. Throughout the project implementation, the firm with respective MSME growth advisory expertise, will provide a range of technical assistance in financial management, procurement, environment and social safeguards compliance, administrative and operational efficiency and project monitoring and supervision of the component implementation.

2.2 THE SCOPE OF ASSIGNMENT

At least 200+ (proposed 10 CUPFs and proposed 217 3B Infrastructure Grant Beneficiaries) subprojects covering a wide range of sectors, value chains, geographical contexts and varying levels of enterprise maturity. Business Advisory and Development Services hereafter referred to as "the firm" to provide technical assistance to beneficiary enterprises and entrepreneurs.

The scope of firm will include, but not limited to,

- Review the current business model of institutions/CUPF who are potential beneficiaries of GROW support from the sustainability angle
- Identify the gaps in the business model and approach of institutions/CUPF
- Recommend areas for improvement to strengthen the business model leading to productivity of CUPF and sustainability of GROW investment directly contributing to GROW PDO/targets

The scope of work will include working with 1) institutions/CUPF and 2) the women business entrepreneurs, incubators and start-ups etc.

2.3 ROLE OF THE BUSINESS ADVISORY AND DEVELOPMENT FIRM

Stream 1: Working with 10 institutions/CUPF (under sub-component 3A)

a) Financial and Operational Capacity Building: The firm shall support grantees in enhancing their financial management practices to ensure the long-term sustainability of the CUPFs. This will involve capacity-building initiatives in key areas such as operations and maintenance budgeting, cost analysis, record-keeping, procurement processes, and the development of sustainable business growth plans. Additionally, the firm will propose strategies to promote financial and operational sustainability, including:

- Propose establishment of robust governance and operational frameworks that ensure sustainability and efficiency of CUPF.
- Developing tailored approaches to diversify revenue streams and enhance the resilience of the CUPFs to changing market conditions including on market viability of products and services from the CUPFs.
- Designing models for private sector investment, local ownership, and public-private partnerships.
- Technical guidance on meeting requirement for relevant bodies including Uganda National Bureau of Standards (UNBS) certifications or any other industry standards i.e. national and international.
- Statutory and legal requirements such as tax, licences, permits ant money laundering etc. as grantees and beneficiaries of the supported CUPFs need to be compliant in a sustainable manner.

The aim is to equip grantees with the tools, systems and strategies needed to manage the CUPFs effectively and attract long-term investments.

b) **Governance and Administrative Capacity Strengthening:** The firm shall support the institutions/CUPFs in improving their governance and administrative frameworks to ensure inclusive and transparent management of the CUPFs, and beneficiary facilities. This includes:

- Providing guidance on amending key governance documents (e.g., Articles of Association, constitutions, etc.) to embed provisions that safeguard the equitable participation of women entrepreneurs in decision-making processes related to CUPF and facility operations.
- Establishing mechanisms to protect the continued access and usage of CUPFs, facilities by women entrepreneurs, ensuring that they have voting rights and a significant voice in facility management, even when they are not the facility owners.
- These measures aim to institutionalize governance practices that secure women entrepreneurs' involvement in the sustainability and management of donor-funded CUPFs while protecting the assets from fraud and misuse**.**

Stream II: Working with Grantees (under Sub-component 3 B) Women Incubates/Start-ups and WEPs

The firm will closely work with 200+ grantees who are beneficiaries of GROW sub-component 3 B financing. The role of the firm will be

c) **Supervisory and Oversight Role:** The firm shall support the MGLSD in supervising the implementation of CUPFs, grantee establishment activities to ensure adherence to project timelines, quality standards and compliance requirements in order to achieve the project development objectives of GROW Project.

Stream III: Working with Women Incubates/Start-ups and WEPs (under Sub-component 3A)

In addition to strengthening the 10 institution/CUPF the firm will work closely with 20-30 Women Incubates/Start-ups and WEPs/10 CUPF (2-3/institution/CUPF) in building their capacity in business/marketing/standard/branding/lesincing/packaging/production/supply chain/ etc maximizing the use of CUPF space and equipment. This will include following:

a) Makerere University Food Technology Business Incubation Center (FTBIC)

b) National Agricultural Business Incubation Center (NARL-Kawanda)

c) Rwentanga Farm Institute (RFI)

d) Plus others that will come on board during the project implementation.

2.4 ROLE OF MGLSD

The MGLSD is responsible for the overall implementation and supervision of component 3A and 3B. The MGLSD shall;

i. **Project Oversight and Strategic Direction**
MGLSD will provide overarching guidance and oversight to ensure that all activities align with Uganda's national policies on gender equity, social inclusion, and economic empowerment. The Ministry will set the project's strategic direction, ensuring interventions are responsive to the unique needs of women entrepreneurs, including those in underserved and refugee-hosting communities.

ii. **Equipment Vendor and Civil Works Contractor Pre-Qualification:** MGLSD shall conduct equipment vendor and civil works contractor prequalification exercise to identify vendors of quality equipment and civil works contractors. MGLSD shall also ensure that qualified vendors (equipment suppliers) sign Service Level Agreements (SLA's)/framework contracts that stipulate the expected level of service delivery including but not limited to, warranty period, installation of equipment at grantee premises, servicing frequency and personnel training on the operating of the equipment. By establishing a pre-qualified vendor (equipment suppliers) and civil works contractor list, MGLSD will ensure that CUPFs receive high-quality equipment and services, contributing to their operational effectiveness and longevity.

iii. **Collaboration and Coordination**
MGLSD will serve as the main coordination hub, facilitating collaboration between the Business Advisory and Development Firm, district-level focal persons, and other stakeholders. The Ministry will leverage its institutional relationships to harmonize efforts across various government agencies, ensuring a cohesive approach to empowering women entrepreneurs through the inclusive workplace infrastructure.

iv. **Approval and Monitoring of Business Advisory and Development Firm Activities**
The Ministry will approve all critical processes led by the Business Advisory and Development Firm. MGLSD will also oversee the monitoring and evaluation of the firm's activities to ensure they meet agreed-upon targets and follow established guidelines.

v. **Monitoring, Supervision, and Reporting**
MGLSD will monitor the implementation of the CUPFs, supervise grant utilization, and provide timely progress reports to stakeholders. This will include:
- Conducting periodic field visits to assess project performance.
- Ensuring gender-disaggregated data collection to measure the impact of CUPFs on women-owned enterprises.
- Submitting reports detailing progress, challenges, and recommendations for improvement.

vi. **Policy Development and Evidence Generation**
MGLSD will use insights gathered through the project to inform and shape policies that address systemic barriers faced by women entrepreneurs. Through continuous data collection and impact assessment, the Ministry will support evidence-based policy innovation that addresses financial, operational, and social constraints affecting women in business.

vii. **Ensuring Compliance with Safeguards and Grievance Mechanisms**
MGLSD will ensure that all activities comply with the project's Gender-Based Violence (GBV) mitigation plans and that a functional Grievance Redress Mechanism (GRM) is established. This will provide a secure and accessible channel for addressing concerns raised by project beneficiaries and will work in close coordination with the GRM of the Enterprise Advisory and Oversight Partner to maintain project integrity and protect beneficiaries' rights.

viii. **Disbursing Funds to Grantees**
MGLSD will oversee the disbursement of funds to successful grantees, ensuring adherence to the performance-based disbursement conditions. The Ministry will implement financial

oversight mechanisms to prevent misallocation of resources and ensure timely fund release based on project milestones.

ix. **Providing a List of Pre-Qualified Vendors and Contractors**
MGLSD will maintain and provide grantees with a list of pre-qualified civil works contractors and equipment vendors. This list will:

- Ensure that grantees have access to reputable vendors with quality-assured products and services.
- Help streamline the procurement process to avoid delays in implementation.
- Include clear service-level agreements (SLAs) to ensure quality installation, warranty provisions, and after-sales support.

x. **Technical Guidance on Equipment and Construction Specifications**
MGLSD will provide grantees with technical guidance on the specifications of equipment and construction materials required for CUPFs. This will ensure that:

- Equipment procured meets industry and regulatory standards.
- The durability and efficiency of construction materials align with the project's long-term sustainability goals.

xi. **Approving Facility Designs and Costing**
Where new construction or refurbishment of existing structures is required, MGLSD will:

- Review and approve architectural designs and budgets to ensure cost efficiency and compliance with project standards through a supervision firm
- Ensure that designs incorporate gender-sensitive infrastructure to facilitate accessibility and usability for women entrepreneurs.

2.5 KEY OUTPUTS, DELIVERABLES, AND TIMELINES

Key Outputs and Deliverables

The firm is expected to deliver the following:

(a) 10 stand alone analytical reports on business development model of 10 institutions/CUPF along with gaps and recommendations for strengthening of CUPF business model leading to sustainable CUPF operations.

(b) A strategy for 20-30 micro, small and medium businesses/enterprises (in 10 CUPFs) is developed tailored to specific needs and objectives e.g. marketing and branding experts can enhance ability to attract customers,

(c) Context-specific Environmental and Social Management Plans (C-ESMPs) compliance and monitoring reports on implementation, risk management, stakeholder feedback, and adherence to environmental and social standards including occupational health and safety in operation of the grantee production facilities, codes of conduct and

2.6 PROJECT DURATION

The project duration is eighteen (18) months with the possibility of extension, if required and approved by the Bank.

3.0 WORKING AND REPORTING ARRANGEMENTS

The Firm will work closely with the Project Implementation Team directly supported by the Construction Engineer in the MGLSD reporting to Project Coordinator.

4.0 MINIMUM REQUIREMENTS OF THE FIRM AND KEY PERSONNEL

4.1 THE FIRM

The firm must meet the following minimum experience requirements:

i. General Experience

- The business advisory and development firm should have at least five years' experience proven track record in providing business development and advisory services, and
- At least **10 years of experience** in business development, business incubation, or MSME support programs, particularly in low-income or underserved communities.
- Expertise in civil, electrical, mechanical, grievance redress mechanism and Environment and Social aspects.

ii. Sector-Specific Expertise

The selected firm must demonstrate extensive experience in supporting businesses, particularly micro, small and medium enterprises (MSMEs), to develop **viable and sustainable business models**. This includes expertise in designing financial and operational strategies that ensure long-term sustainability of shared infrastructure investments, such as Common User Production Facilities (CUPFs).

The firm must have:

1. **Proven Experience in Business Planning and Model Development**
   - At least **10 years of experience** assisting enterprises in developing bankable **business plans** and **investment-ready business models**.
   - Track record in **designing and implementing sustainability plans** that ensure the financial viability of enterprises beyond initial grant funding.
   - Experience working with **cooperative or shared enterprise models**, including designing governance structures for multi-operator facilities like CUPFs.
   - Expertise in **market systems development and value chain strengthening** to ensure the sustainability of CUPFs.
   - Experience in **agro-processing, leather, dairy, crafts, or other relevant sectors** where CUPFs will be established.
   - Track record in conducting **technical feasibility assessments** for shared production infrastructure.
2. **Expertise in Financial Projections and Sustainability Planning**

- Demonstrated ability to develop **comprehensive financial projections** for MSMEs, including revenue forecasts, cost structures, and break-even analysis.
    - Experience in advising enterprises on **cost recovery mechanisms**, such as user fees, membership models, and value-added services to ensure CUPFs generate sustainable revenue.
    - Ability to support businesses in **operations and maintenance (O&M) planning**,
3. **Capacity to Train and Mentor Grantees**
    - Experience designing and delivering **technical assistance and capacity-building programs** for business owners, focusing on financial management, operations, and governance.
    - Ability to facilitate **linkages with financial institutions**, helping grantees access working capital, investment financing, and insurance solutions.
    - Strong background in integrating **gender-responsive business strategies**, ensuring women-led enterprises can effectively manage and sustain CUPFs.
4. **Experience in Market Analysis and Value Chain Strengthening**
    - Proven ability to conduct **market feasibility studies** and demand assessments to guide business model development.
    - Expertise in strengthening **local value chains**, ensuring CUPFs are positioned as competitive and relevant enterprises within their sectors.
    - Track record in advising enterprises on **market expansion strategies**, product diversification, and business growth planning.

The firm must provide **documented evidence** of past engagements in business model development and sustainability planning for shared facilities, cooperatives, or small businesses. Additionally, the proposed team must include specialists in business planning, finance, and market systems development to deliver targeted support to CUPF grantees.

iii. Environmental and Social Safeguards Compliance

- At least **5 years of experience** implementing and monitoring **Environmental and Social (E&S) safeguards**, particularly in infrastructure or enterprise development projects.
- Familiarity with **Gender-Based Violence (GBV) mitigation** strategies in economic development projects.
- Strong understanding of **local and international environmental compliance standards**.

v. Stakeholder Engagement and Capacity Building

- Experience working with **government ministries, development partners, and private sector actors** to support MSME growth.
- Track record in **capacity-building programs for entrepreneurs**, including training on financial management, business development, and compliance.
- Experience managing **Grievance Redress Mechanisms (GRMs)** and ensuring project beneficiaries have access to fair and transparent dispute resolution.

4.2 KEY PERSONNEL/TEAM COMPOSITION

The **Business Advisory and Development Services** firm will comprise the following key expertise to oversee and ensure compliance to project objectives, best practices and industry standards. Lead consultant resume/CV should demonstrate good experience in managing similar assignments and team member(s) resumes/CVs have relevant sector experience and in business advisory and development services.

i. Team Lead/Project Director

- Master's degree in **business administration, Economics, Development Studies, or a related field**.
- At least **15 years of experience** in enterprise development, grants management, or private sector development.
- Experience managing **large-scale donor-funded projects** in Africa, preferably in Uganda.
- Strong background in **policy advisory and stakeholder engagement** with government and development partners.

ii. Business/Enterprise Development Specialist

- Master's degree in **business development, Entrepreneurship, or a related field**.
- At least **10 years of experience** in SME capacity building, business incubation, or value chain development.
- Experience in **designing and implementing market-driven solutions** for micro and small enterprises.

iii. Environmental and Social Safeguards Specialist

- Master's degree in **environmental science, Social Development, or a related field**.
- At least **8 years of experience** in environmental and social risk management.
- Proven experience in implementing **E&S screening, risk assessments, and compliance monitoring**.
- Strong knowledge of **Gender-Based Violence (GBV) mitigation** and community engagement strategies.

iv. Financial and Grants Management Specialist

- Master's degree in **finance, Accounting, or a related field**.
- At least **10 years of experience** in grants management, fund disbursement, and financial oversight.
- Experience designing **risk-based financial monitoring and reporting systems**.
- Professional certification such as **CPA, ACCA, or CFA** is an added advantage.

v. Infrastructure and Procurement Specialist

- Bachelor's degree in **civil engineering, Procurement, or a related field**.
- At least **8 years of experience** in infrastructure development, particularly in MSME or industrial parks.
- Experience in **technical specifications, procurement, and contract management** for civil works and equipment.

vi. Gender and Social Inclusion Specialist

- Master's degree in **Gender Studies, Social Development, or a related field**.

- At least **8 years of experience** in implementing **women's economic empowerment programs**.
- Experience mainstreaming **gender-sensitive approaches** in enterprise development projects.

vii. Monitoring, Evaluation, and Learning (MEL) Specialist

- Master's degree in **Monitoring & Evaluation, Economics, or Statistics**.
- At least **8 years of experience** in designing and implementing M&E frameworks.
- Experience in **gender-disaggregated data collection and impact measurement**.

viii. IT Specialist

- Master's degree in **IT, software engineering**
- At least **8 years of experience** in designing and implementing IT/digital projects/programs
- Experience in **technical specifications, procurement and contract management for IT products, development and equipment**

4.3 ADDITIONAL REQUIREMENTS

- The firm must have **a strong presence in Uganda** and be legally registered to operate.
- Ability to deploy field teams **in refugee-hosting districts** and rural areas.
- Demonstrated capacity to work **in multi-stakeholder environments**, engaging with government agencies, private sector actors, and development partners.

5.0 DATA, STAFF, LOCAL SERVICES AND FACILITIES

5.1 FACILITIES TO BE PROVIDED BY THE CLIENT

Other than the information provided by MGLSD, the Consultant will be expected to obtain from the relevant agencies, and from the grantees (beneficiaries) the additional documents which will be required for the execution of the services.

I. MGLSD will provide the following:

(a) Copy of signed Performance Based Agreements (PBA) between the Grantees (beneficiaries) and the MGLSD which outlines the roles and responsibilities and obligations of the parties;

(b) Copy of the approved project proposals received from the Grantees (beneficiaries) with agreed project completion milestones; and

(c) Liaison and assistance to obtain any other information and documents required from other agencies which are considered essential for the proper conduct of the Consultant's assignment;

II. MGLSD will **not** provide the following facilities and the Consultant must therefore, make their own arrangements to provide them for the assignment:

(a) Transportation for use by the Consultant in the course of the assignment;
(b) Office space and accommodation for the Consultant's staff; and
(c) Information Technology equipment and systems.

5.2 RESPONSIBILITIES OF THE CONSULTANT

The Consultant will be responsible for the following:

I. Review and design of grantee (beneficiary) businesses to ensure they have operational efficiency and high productivity to achieve business sustainability;
II. Full cooperation with the relevant Government Ministries, Agencies and Departments to ensure grantees (beneficiaries) get their production facilities and products standardised;
III. The Business Advisory and Development Consultant shall be solely responsible for the validity, analysis and interpretation of all data received from the Employer and grantees (beneficiaries) and for the conclusions and recommendations based upon them;
IV. Analyses existing business processes of the grantees (beneficiaries) to identify inefficiencies, untapped opportunities and areas for improvement;
V. Making all necessary arrangements for carrying out the services and supporting the staff assigned to the project. This shall include office and living accommodation, equipment, transport, telecommunications, office and other supplies;
VI. Ensuring that the Team Leader, preferably an Economist/ Business Development and Experts have the full authority, in country to make any technical decisions necessary to complete the services as required;
VII. Ensure skills/technology transfer on the operations and maintenance of the different equipment installed to the technicians of the Grantee (Beneficiary) CUPF. This will be done together with some of the equipment vendors.

6.0 TIMING

The 18-month period to complete the consultancy will begin from the contract signing date.

7.0 REQUIREMENTS FOR NOTICES

The consultant should send notices in regard to this contract to the address below:

Permanent Secretary,
Attn: Project Coordinator,
Generating Growth Opportunities and Productivity for Women Enterprises (GROW) project
Ministry of Gender Labour and Social Development
Gender and Labour House, Plot 2, George Street
P.O Box 7136
KAMPALA
Tel: +256 414 347 854/+256200244000
Email: procurement.grow@mglsd.go.ug