

# Annex 1. EVALUATION TERMS OF REFERENCE

## 1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluations (ICPEs)”, previously called “Assessments of Development Results (ADRs),” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document.
- Strengthen accountability of UNDP to national stakeholders.
- Strengthen accountability of UNDP to the Executive Board.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>1</sup> The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

Following the first country programme evaluation conducted in 2008, this is the second country-level evaluation conducted by the IEO in Rwanda. The ICPE will be conducted in close collaboration with the Government of Rwanda, UNDP Rwanda country office, and UNDP Regional Bureau for Africa. Results of the ICPE are expected to feed into the development of the new country programme 2019-2024.

## 2. NATIONAL CONTEXT

With a total area of 26,334 km<sup>2</sup> and a population of approximately 12 million, Rwanda - a small landlocked country in Central-Eastern Africa - remains one of the most densely populated countries in Africa with a population density of 493 people per square kilometre.<sup>2</sup>

Despite the challenges faced in the aftermath of genocide that destroyed the social and economic fabric of the country, Rwanda has been one of the fastest growing economy in Africa with the real GDP growth averaging 8 percent per annum between 2002 and 2015.<sup>3</sup> Through strong economic and agricultural growth, increased access to services including health and education household poverty rates dropped from approximately 60 percent to 40 percent between 2011-2014, while GDP per capita increased to approximately \$750.<sup>4</sup> Rwanda is one of the top three countries in Africa in terms of science, technology and innovation activities, with high capacity for pursuing its development agenda.<sup>5</sup>

Much of the growth and development in Rwanda over the past decade can be attributed to the Government’s Vision 2020 which aims to transform Rwanda from a low-income agriculture-based economy to a

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<sup>1</sup> See UNDP Evaluation Policy [http://web.undp.org/evaluation/documents/policy/2016/Evaluation\\_policy\\_EN\\_2016.pdf](http://web.undp.org/evaluation/documents/policy/2016/Evaluation_policy_EN_2016.pdf). The evaluations are conducted in adherence to the Norms and the Standards and the ethical Code of Conduct set by the United Nations Evaluation Group ([www.uneval.org](http://www.uneval.org)).

<sup>2</sup> <http://www.worldometers.info/world-population/rwanda-population/>

<sup>3</sup> Five things to know about Rwanda’s economy, World Economic Forum, 2016

<sup>4</sup> <https://www.usaid.gov/ar/rwanda>

<sup>5</sup> The Africa Capacity Report (2017) by the African Capacity Building Foundation ranked Rwanda third in the African Capacity Index (68.2), following Morocco (71.6) and Tanzania (68.8).

knowledge-based, service oriented economy with a middle-income status by 2020.<sup>6</sup> To implement this vision the Government, in 2008, launched its Economic Development and Poverty Reduction Strategy (EDPRS I) giving priority to accelerating growth, creating employment, generating exports and good governance. With the resounding success of EDPRS I- three years ahead of 2015- Rwanda achieved or was on track of achieving all the MDGs, with the exception of MDG 1.<sup>7</sup> This was followed by EDPRS II in 2013, with the goal of ‘accelerating progress to middle income status and better quality of life for all Rwandans’ the Government through a sustained growth of 11.5 percent and accelerated reduction in poverty to less than 30 percent of the population.”<sup>8</sup> With improvements in business environment reinforced with broad macroeconomic reforms, Rwanda, today ranks 2<sup>nd</sup> in Africa in ‘Doing Business 2017’ and 56<sup>th</sup> in the world- rising from 150<sup>th</sup> in 2008- making Rwanda one of the most reforming economies in the world.<sup>9</sup>

Rwanda has been one of the few African countries that led in the achievement of the MDGs. The country made remarkable progress on several MDGs, especially in gender equality women empowerment, universal primary education, child and maternal mortality, HIV prevalence, and environmental sustainability.<sup>10</sup> Through constitutional mandate and institutional reforms, Rwanda has made great strides in improving women’s political participation during the past 20 years- almost 64 percent of parliamentarians are women, compared to just 22 percent worldwide- which has enabled women in the country to make economic advances. Women are now able to own land and girls can inherit from their parents.<sup>11</sup> However, the growing youth cohort and high levels of youth unemployment remains another major development challenge for the country as it moves towards its Vision 2020 objective of creating at least 200,000 new jobs annually. More effort is needed to create leaders of tomorrow by developing the right skills and competencies, promoting technology and innovations and business development by promoting youth entrepreneurs.

In governance, Rwanda once again remains in the forefront and much progress has been made in through national reconciliation, rule of law and parliamentary reforms, and strengthening home grown initiatives like *Gacaca* and *Imihigo*. As per the Mo Ibrahim Index for African Governance, Rwanda scores 60.7 (out of 100) against key governance indicators, ranking 11th in Africa, which is higher than the African average and higher than the regional average for East Africa. Rwanda has, since 2011, consistently shown year-on-year improvement in its overall governance, one of only ten countries in Africa to do so.<sup>12</sup> However, more needs to be done to increase citizen participation for improved accountability and for ensuring ownership and feedback for efficiency and sustainability. The ‘Corruption Perception Index’ released by Transparency International in January 2017 ranked Rwanda 50<sup>th</sup> least corrupt country globally and 3<sup>rd</sup> in Africa together with Mauritius coming after Botswana and Cape Verde in first and second place, respectively.<sup>13</sup>

Much of the growth and development in Rwanda has not been without challenges. While life expectancy, literacy, primary schooling and spending on health care have all improved, however income inequalities measured by Gini Coefficient still remain high at 50.4 in 2015<sup>14</sup>; and while poverty has fallen rapidly, more than 60 percent of population still lives on less than \$1.25 a day.<sup>15</sup> A key challenge has been in sustaining the momentum of accelerated poverty development due to its low and not so diverse domestic market, low productive base and Rwanda’s landlocked position, which renders high transportation costs detrimental to export competitiveness and trade.

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<sup>6</sup> Rwanda Vision 2020, Government of Rwanda

<sup>7</sup> <http://bit.ly/2juCNob>

<sup>8</sup> Economic Development and Poverty Reduction Strategy 2013-18.

<sup>9</sup> World Bank. 2017. Doing Business 2017: Equal Opportunity for All. Washington, DC

<sup>10</sup> <http://www.rw.one.un.org/press-center/news/women-secure-64-cent-seats-rwandan-parliamentary-elections>

<sup>11</sup> Five things to know about Rwanda’s economy, World Economic Forum, 2016

<sup>12</sup> Mo Ibrahim Index for African Governance- 2015. [http://static.moibrahimfoundation.org/u/2015/10/02201434/39\\_Rwanda.pdf](http://static.moibrahimfoundation.org/u/2015/10/02201434/39_Rwanda.pdf)

<sup>13</sup> The New Times, 26 January 2017

<sup>14</sup> [http://hdr.undp.org/sites/default/files/2016\\_human\\_development\\_report.pdf](http://hdr.undp.org/sites/default/files/2016_human_development_report.pdf)

<sup>15</sup> World Economic Forum, 2016

Rwanda’s key environmental challenges arise from several interdependent factors like limited land area, high population density, rural poverty, over dependence on bio-fuels, deforestation, soil erosion and heavy reliance on rain-fed agriculture for both rural livelihoods and exports and low-input smallholder agriculture, which makes it even more vulnerable to climate change and associated shocks. Natural disasters together with floods, water pollution and droughts adversely affect agricultural output and increase food insecurity. High population and unsustainable agricultural practices further exacerbate the pressure on its limited renewable and non-renewable resources. While much progress has been made, more needs to be done to mainstreaming of environment and climate change in different sectoral policies and improve inter and intra sector coordination.<sup>16</sup>

On the political front, Rwanda is governed by a representative democratic system of government. The executive branch consists of the head of state, the President, and the head of government, the Prime Minister. There is a bicameral legislative system with the Chamber of Deputies as the lower house and the Parliament as the upper house. The next presidential elections are scheduled for August 2017. A referendum in 2015 approved constitutional amendments that allow the incumbent president to run for a third term in the office.

### 3. UNDP PROGRAMME STRATEGY IN RWANDA

Rwanda was admitted into the United Nations on 18 September 1962. The Government of Rwanda signed a Standard Basic Agreement with the UNDP in 1977.

Rwanda became one of the pilot countries for the UN “Delivering as One (DaO)” in 2008, along with seven other countries. The DaO in Rwanda aims to improve the coherence, harmonization, efficiency, alignment and effectiveness of the United Nations system’s work in the country. The UN Country Team (UNCT) prepared its first One UN programme, United Nations Development Assistance Framework (UNDAF), based on Rwanda’s Vision 2020 and its medium term development strategy, Economic Development and Poverty Reduction Strategy (EDPRS) 2008-2012. UNDP’s country programme during this period addressed four UNDAF outcomes, covering democratic governance, HIV/AIDS, energy and environment, and the MDGs and poverty reduction.<sup>17</sup> There were a total of nine programme outcomes based on its original results framework, as shown below:

Table 1. UNDP Programme Outcomes by UNDAF Outcome, 2008-2012 (based on draft CPD)

<b>Intended UNDAF outcome 1: Good governance enhanced and sustained</b>	
Fostering democratic governance	<p><b>UNDP Outcomes (and Indicative Regular and Other Resources):</b></p> <ol style="list-style-type: none"> <li>1. Capacity of Government and partners enhanced to sustain a peaceful state where freedom and human rights are fully protected and respected (Regular \$5M, Other \$5M)</li> <li>2. Effective, accountable and transparent management of public resources and services at national and decentralized levels enhanced. (Regular \$9M, Other \$6M)</li> <li>3. People’s participation in democratic processes and structures at national and decentralized levels increased (Regular \$3.5M, Other \$6M)</li> <li>4 Policy and socio-economic planning based on quality and disaggregated data strengthened (Regular \$3M, Other \$7M)</li> </ol>
<b>Intended UNDAF outcome 2: Mortality due to child/maternal morbidity, incidence/ impact of HIV/AIDS and other major epidemics reduced and population growth slowed</b>	
Responding to HIV/AIDS	<p><b>UNDP Outcomes:</b></p>

<sup>16</sup> <http://mptf.undp.org/document/download/12522>

<sup>17</sup> DP/DCP/RWA/1, Draft Country Programme Document (CPD), 2008-2012, June 2007.

	1. In line with the Three Ones principles, leadership and oversight for an expanded HIV response by national and local coordinating institutions strengthened and sustained (Regular \$1M, Other \$1.2M)
<b>Intended UNDAF outcome 4: Management of environment, natural resources and land is improved in a sustainable way</b>	
Energy and environment for sustainable development	<b>UNDP Outcomes:</b> 1. An enabling policy framework to support an effective system for environment management and ecosystem conservation established (Regular \$4.5M, Other \$5M) 2. Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened (Regular \$4M, Other \$4M)
<b>Intended UNDAF outcome 5: Rwandan population benefits from economic growth and is less vulnerable to social and economic shocks</b>	
Achieving the MDGs and reducing human poverty	<b>UNDP Outcomes:</b> 1. Effective safety nets for protection of the most vulnerable implemented (Regular \$1M) 2. Improved productivity and enhanced access to markets for small producers (Other \$2M)

Between 2013 and 2018, the UNCT Rwanda developed the United Nations Development Assistance Plan (UNDAP) 2013-2018. Drawing on lessons learned from the UNDAF, the UNDAP is designed to further reinforce the DaO process through a joint programming approach, closely aligning UN's work with the national development priorities as identified in the EDPRS II (2013-2018). A Common Country Programme Document (CCPD) was signed by four agencies, UNDP, UNFPA, UNICEF, and UN Women, which outlines UNDP Rwanda's specific work programme for the period 2013 - 2018.<sup>18</sup> A significant change in this second phase of the DaO is that UNDP's programme outcomes directly correspond to those defined under the UNDAP. UNDP addresses two of the three UNDAP results areas, i.e. Inclusive Economic Transformation, and Accountable Government, through six outcomes.

Table 2. UNDAF/ UNDP Outcomes and UNDP's Expected Contributions, 2013-2018 (based on CCPD)

<b>Government and UNDAF Focus Area 1: Inclusive Economic Transformation</b>	
<b>Outcomes</b>	<b>UNDP's Specific Contribution Areas (and Indicative Regular and Other Resources)</b>
UNDAP Outcome 1.1/ UNDP Outcome 35: Pro-poor orientation of the growth and economic transformation is reinforced.	Expert policy and advisory services to support pro-poor orientation of the economic transformation agenda including social protection, and policy advisory support on natural resources management (land and mining) in the context of the green economy. (Regular \$1M, Other \$2M)
UNDAP Outcome 1.2/ UNDP Outcome 35: A diversified economic base enables Rwandans to tap into and benefit from expanded international, regional and local markets and improved agriculture value chains.	Expert knowledge and technical support to key targeted national institutions to enhance policy coherence and the promotion of economic transformation, regional integration and trade.  Capacity-building support to Ministry of Finance and Economic Planning for developing the institutional framework for strategic resource mobilization; technical assistance, policy support and capacity-building to strengthen country-level mutual accountability framework for development effectiveness. (Regular \$1M, Other \$1M)  Policy advisory support to strengthen national capacities for policy coordination and cross-sectoral linkages and improve public-service delivery. (Regular \$1.5M, Other \$2M)

<sup>18</sup> Draft Common Country Programme Document (CCPD), 2013-2018.

UNDAP Outcome 1.4/UNDP Outcome 37: Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women.	Capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets; financial and technical support to access to financial services. (Regular \$4.5M, Other \$4.2M)
UNDAP Outcome 1.3/ UNDP Outcome 36: Rwanda has in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate change resilience.	Policy advisory and capacity-building support and knowledge exchange to strengthen the capacity of relevant national institutions, NGOs and CBOs to integrate, adapt to and mitigate climate change and disaster risk reduction in key sectors; technical and financial support to rehabilitate critical ecosystems in targeted areas; support for strengthened inclusion of pro-poor natural-resource sustainability investments in budgets and other financial mechanisms. (Regular \$4.5M, Other \$7M)
<b>Government and UNDP Focus Area 2: Accountable Governance</b>	
UNDAP Outcome 2.1/ UNDP Outcome 38: Accountability and citizen participation in sustainable development and decision-making processes at all levels improved.	Policy advice and capacity-building support and access to expert knowledge services to strengthen citizen participation, cognizant of gender considerations, in electoral and political processes including policy formulation and legislation at all levels. In support of this objective, provision of technical support and capacity-building to implement media-sector reforms and strengthen the capacity of the national gender machinery. (Regular \$5.475M, Other \$7.5M)
UNDAP Outcome 2.2/ UNDP Outcome 39: Human rights, justice and gender equality promoted and implemented at all levels.	Technical support and capacity-building to key justice partners to improve access to justice through the courts and community-based mechanisms and to strengthen national capacities to comply with human rights obligations; technical support to deepen the efforts to promote peace, unity and reconciliation; strengthening of national capacity for crime prevention and response. (Regular \$6.5M, Other \$6M)

#### 4. SCOPE OF THE EVALUATION

Given the first Rwanda country programme evaluation was conducted in 2008, the ICPE will examine the two programme cycles since then, i.e. 2008 – 2012 and 2013 – 2018, but with emphasis on the current cycle. UNDP’s country programme during the current period 2013 – 2018 is designed to directly reflect the UNDAF outcomes as its own. The country office has also changed its structure after change management exercises conducted before the launch of the CCPD. UNDP Rwanda is now organized into two thematic units, one integrating poverty and environment efforts (Poverty Reduction and Environment Unit) and the other focusing on democratic governance (Governance and Peace Consolidation Unit). Drawing on lessons from the past and present programmes, the ICPE will provide a set of forward-looking recommendations as input to UNDP Rwanda’s formulation of its next country programme.

The ICPE covers the entirety of UNDP’s activities in the country, and therefore, includes interventions funded by all sources of finance, including core UNDP resources, donor funds and government funds. Under the DaO framework, UNDP Rwanda’s programmes are primarily delivered in participation of other UN agencies (e.g. joint programmes). The ICPE will focus on UNDP’s unique contributions to the goals as defined at the outcome level. Particular attention will be paid to projects running from the past programme cycles to assess the degrees of programme achievement. Efforts under the nine outcomes from period 2008 – 2012 will be realigned into the current programme structure.

UNDP's HIV/AIDS projects were discontinued in the last programme period and no longer a priority area for UNDP, and thus will be excluded from the ICPE.

In line with UNDP's gender mainstreaming strategy the ICPE will examine the level of gender mainstreaming across all of UNDR Rwanda's programmes and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.

Special efforts will be made to capture the role and contribution of the United Nations Volunteers (UNV) and the United Nations Capital Development Fund (UNCDF) undertaking joint work with UNDP. This will be used to provide corporate level evaluative evidence of performance of the associated fund and programme.

## 5. METHODOLOGY

The evaluation is guided by the ICPE/ADR Manual (2011) and includes two areas of assessment: (i) UNDP's contribution by thematic area (outcome), and (ii) the quality of this contribution. The ICPE will present its findings according to the set criteria provided below.<sup>19</sup>

- **UNDP's contribution by programme area (outcome).** The ICPE assesses UNDP's effectiveness in contributing to development results in Rwanda through its programmes. Specific attention is paid to the contribution related to UNDP's overall vision of supporting the country reduce poverty and inequalities, and its contribution to promoting gender equality and women's empowerment.<sup>20</sup>
- **The quality of UNDP's contribution.** The ICPE assesses the quality of UNDP's contribution based on the following criteria:
  - Relevance of UNDP's projects and outcomes to the country's needs and national priorities.
  - Efficiency of UNDP's interventions in terms of use of human and financial resources.
  - Sustainability of the results to which UNDP contributed.

UNDP's strategic positioning will be analysed from the perspective of the organization's mandate and the agreed and emergent development needs and priorities in the country. This will entail analysis of UNDP's position within the national development and policy space, as well as strategies used by UNDP to maximize its contribution. The issues covered in the assessment will include, e.g. UNDP's response to emerging issues; its comparative strengths and use of partnerships (vis-à-vis other UN agencies especially within the DaO framework, donors, and national partners) in moving important national development discussions forward; UN-level coordination; and prioritization of programme focus areas. The ICPE will examine how managerial practices impacted achievement of programmatic goals.<sup>21</sup>

The ICPE will examine how specific factors explain UNDP's performance, namely the engagement principles and alignment parameters of the 2014-2017 UNDP Strategic Plan.<sup>22</sup> For example, in addition to

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<sup>19</sup> Further elaboration of the criteria can be found in ICPE/ADR Manual 2011.

<sup>20</sup> Using the UN System-Wide Action Plan (UN SWAP) to improve gender equality and the empowerment of women across the UN system. [www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf](http://www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf).

<sup>21</sup> This information is extracted from analysis of the goals inputted in the Enhanced RBM platform, the financial results in the Executive Snapshot, the results in the Global Staff Survey, and interviews at the management/ operations in the country office.

<sup>22</sup> The Strategic Plan 2014-2017 engagement principles include: national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women's empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

assessing UNDP's contribution to gender equality and women's empowerment, the evaluation will assess gender mainstreaming as a factor of UNDP's performance for each country programme outcome.<sup>23</sup>

The evaluation will take into account country-specific factors that may have impacted UNDP's performance, including:

- Government's strong economic and social reforms following the 1994 genocide that have transformed the country into one of the top performing countries in Africa; and strong foundation for gender and performance accountability at the government level.
- Application of local solutions ("home-grown" initiatives) to UNDP/UN programme designs.
- UN DaO framework and the Agenda 2030/Sustainable Development Goals (SDGs).
- Declining and limited financial resource base (both at UNDP and UN One Fund).

The ICPE is conducted at the outcome level. A Theory of Change (ToC)<sup>24</sup> approach will be applied in consultation with the stakeholders, where appropriate. Discussions of the ToC will focus on mapping the assumptions made about a programme's desired change and causal linkages expected and these will form a basis for the data collection approach that will verify the theories behind the changes found. An outcome analysis paper will be developed for each programme outcome as defined in the CCPD, using a standard IEO template. Inputs from all outcome papers are synthesized prior to the formulation of conclusions and recommendations.

## 6. DATA COLLECTION

**Assessment of data collection constraints and existing data.** An evaluability assessment was carried out prior to and during the preparatory mission, in order to understand potential data collection constraints and opportunities. Some of the key issues identified for Rwanda are as follows:

- **Programme/ project info:** With the support of the country office, all available documents and material related to UNDP programmes and projects are being uploaded into the ICPE document platform (SharePoint). Project information from the period 2008 – 2012 is limited and need to be searched (country office archive). The institutional memory among country office staff may be limited with many senior managers onboarding during the current programme cycle.
- **Past evaluation reports:** The project and outcome evaluation reports conducted by the country office are available on the Evaluation Resource Centre (ERC) portal, together with the office's approved Evaluation Plans for the two periods. Outcome evaluation reports are available for Environment (2012); Governance (2012); Access to Justice, Human Rights and Peace Consolidation (Midterm 2015); and BIFSIR-Building an Inclusive Financial Sector in Rwanda (2015).
- **Gender-related data:** UNDP Rwanda has joined the UNDP corporate gender certification programme (Gender Seal exercise) since 2015 and has recently completed its online self-assessment with high scores. The Gender Team from UNDP HQ is scheduled to visit Rwanda in May/June 2017.

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<sup>23</sup> Using inter alia the Gender Marker data and the Gender Seal parameters.

<sup>24</sup> Theory of Change is an outcome-based approach which applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. At a critical minimum, theory of change is considered to encompass discussion of the following elements: (1) context for the initiative, including social, political and environmental conditions; long-term change that the initiative seeks to support and for whose ultimate benefit; process/sequence of change anticipated to lead to the desired long-term outcome; and (2) assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context; diagram and narrative summary that captures the outcome of the discussion. Source: Vogel, Isabel, "Review of the use of 'Theory of Change' in International Development" (April 2012), DFID.

- **UN-level assessments:** Currently available are the Final Evaluation of the UNDAF 2008 - 2012; and Midterm Review of the UNDAP. In time for its preparation of the next UNDAP, the UNCT has scheduled a final evaluation of the current UNDAP 2013 – 2018 in spring 2017, followed by a ‘prioritization exercise’ (July 2017). A ‘Roadmap’ for the new UNDAP formulation is in place.
- **Other agency evaluation activities:** Some UN agencies are scheduled to conduct their own country-level evaluations, e.g. WFP (the team on the ground in February 2017) and UN Women (4<sup>th</sup> quarter, 2017). The ICPE will explore areas of potential collaboration with other evaluation teams, and fully utilize available findings and data from other UN agencies for its evaluation.

**Data collection methods.** Data will be collected primarily through the following:

- **Desk reviews:** The IEO has identified an initial list of background and programme-related material (SharePoint portal). The evaluation team will review documents, including country programme documents; project documents; annual work plans (AWPs); programme self-assessments (the Results-Oriented Annual Reports, or ROARs); past evaluation reports (internal and external); country office publications; and reports available from the Government, UNCT, UN agencies and other partners.
- **Interviews with stakeholders:** Face-to-face and/or telephone interviews will be conducted with relevant stakeholders, including government representatives, civil society organizations, private sector, UN agencies and donors and other partners, and beneficiaries. Focus groups will be conducted as appropriate.
- **Field visits:** The evaluation team will undertake field visits to select project sites to observe the projects and activities first-hand.

A list of projects for in-depth reviews will be developed based on a purposive sampling. The criteria for selection includes programme coverage (a balanced selection of key focus areas/issues under each outcome), maturity, budgetary and geographical considerations, and the gender marker.<sup>25</sup> Attention will be paid to include both flagship projects of significant significance, outreach, and visibility, as well as those that experienced challenges.

**Validation.** The evaluation will triangulate data collected from different sources and/or by different methods to facilitate the validation of information.

**Stakeholder involvement:** As part of the outcome assessment, a stakeholder analysis will be conducted to identify all relevant UNDP partners, as well as those who may not work with UNDP but play a key role in the outcomes to which UNDP contributes.

## 7. MANAGEMENT ARRANGEMENTS

**UNDP Independent Evaluation Office:** The IEO will conduct the ICPE in consultation with the UNDP Rwanda country office, the Regional Bureau for Africa and the Government of Rwanda. The IEO Lead Evaluator will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the ICPE.

**UNDP Country Office in Rwanda:** The country office will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information and access regarding

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<sup>25</sup> The gender marker, a corporate tool at UNDP, is assigned for all projects, using scores from 3 to 0. A score of 3 means the project has gender equality as the main objective; a 2 indicates that the intended outputs that have gender equality as a significant objective. A 1 signifies outputs that will contribute in some way to gender equality, but not significantly, and a 0 refers to outputs that are not expected to contribute noticeably to gender equality.



UNDP’s programmes, projects and activities in the country. Following the preparation of a draft report, the country office will provide factual verifications of the report on a timely basis. The country office will provide the evaluation team support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits). The country office staff will not participate in interviews and meetings with external partners during data collection. The country office will prepare a management response, in collaboration with the Regional Bureau, for inclusion in the final ICPE report. The country office will facilitate the organization of the final stakeholder workshop, facilitating government participation. The office will establish a national reference group which will review the draft terms of reference and the final draft report.

**UNDP Regional Bureau for Africa:** The Regional Bureau will support the ICPE through information sharing and participation in the final stakeholder workshop. It is also responsible for monitoring the progress of recommendation implementation status after the completion of the ICPE.

**National Reference Group:** A reference group will be established with support of the UNDP country office comprising representatives of the Government, development partners, donor community, civil society, and UNDP. The group is responsible for reviewing the terms of reference of the ICPE and the draft ICPE report.

**Evaluation Team:** The IEO will constitute an evaluation team to undertake the ICPE. It will ensure an appropriate gender balance in the team, which comprises the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder workshop, as appropriate, with the country office.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference and the final report. Together with the LE, the ALE will help backstop the work of other team members.
- **Consultants:** External, independent consultants (preferably national, but regional/international, as needed) will be recruited to assess the thematic programmes. They will also cover cross-cutting areas, such as gender, human rights, and capacity building. Under the guidance of LE/ALE, they will conduct preliminary research, plan data collection activities, prepare outcome analysis papers, and contribute to the preparation of the final ICPE report.
- **Research Assistant:** An IEO research assistant will provide background research and documentation.

The team responsibility in data collection is summarized below.

Table 3. Data collection responsibilities by area

Outcome/Area	Team
Outcome 35 and 37	Poverty Reduction Specialist (backstopped by LE/ALE)
Outcome 38 and 39	Democratic Governance Specialist (backstopped by LE/ALE)
Outcome 36	Environment and Energy Specialist (backstopped by LE/ALE)
Strategic positioning issues	LE/ALE (Inputs from Specialists)
Operations and management issues	LE/ALE (Inputs from Specialists)

## 8. EVALUATION PROCESS

The ICPE will be conducted in accordance with the approved IEO process, as outlined in the ICPE/ADR Methodology Manual. Key elements of various phases in the evaluation are summarized below:

**Phase 1: Preparation.** The IEO prepares the terms of reference and evaluation design, following a preparatory mission by LE/ALE to UNDP Rwanda. The mission included the following objectives: i) ensure that key stakeholders understand the evaluation objectives, process and methodology; ii) obtain stakeholders' perspective of any key issues to be considered in the evaluation; and iii) determine the evaluation timeframe and scope, terms of engagement with Government, and parameters for the selection of evaluation team. Following the completion of the terms of reference, the IEO will recruit external team members.

**Phase 2: Data collection and analysis.** The phase will commence in May 2017 with desk review of material, followed by a field work in June 2017. An evaluation matrix will be developed to guide data. The following process will be undertaken:

- Pre-mission research and document reviews: All team members will review relevant reference material available on the SharePoint, which include both internal (UNDP) and external documents and reports (e.g. government and donors). For each of the assigned outcomes, the individual team members will review the outcome analysis paper format, and complete the necessary data to the extent possible based on the desk review of material. This process includes the development of the outcome theory of change and identification of any gaps and issues that will require validation during the field-based phase of data collection. Each member will identify required stakeholders to engage during field-based data collection and develop an interview/site visit plan to ensure timely completion of all required data collection activities within the phase. Potential limitations in site/information access should be carefully taken into consideration the proposed plan.
- Data collection: The field-based work will be split into two phases:
  - 1) Data collection mission: A 3-week mission will be conducted by the entire team where all team members will be present in the country and engage in data collection activities (June 2017). By the end of the mission, additional data requirements will be identified.
  - 2) Follow-up data collection: Following the team's joint field work, individual members will continue with any pending data collection activities (e.g. additional interviews), as required, either electronically or through the local thematic experts in the team.
- Analysis: The team will prepare individual reports in accordance with LE/ALE instructions.

**Phase 3: Synthesis, report writing and review.** Once all outcome reports are prepared, the LE/ALE will coordinate a synthesis of process, with the participation of the external team members. The first ICPE draft report will be prepared and sent to the country office and the UNDP Regional Bureau for factual corrections, following the quality control process and clearance by the IEO (Sept 2017). The revised draft, which considers the corrections, feedback and comments, will be shared with national stakeholders for review.

At the stakeholder workshop, results of the evaluation are presented to key national stakeholders and discussions on the way forward are held (including the presentation of a draft management response by the country office under the oversight of the Regional Bureau) as input to the preparation of the new country programme (November/ December 2017). The ICPE report will be finalized after the workshop, together with the country office's final management response to the ICPE.

**Phase 4: Production, dissemination and follow-up.** The ICPE report will be distributed in both hard and electronic versions. The report will be made available to UNDP Executive Board when the new CPD is submitted for approval (June 2018). The country office will ensure the dissemination of the report to national stakeholders. The report and the management response will be published on the UNDP website<sup>26</sup> and

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<sup>26</sup> [web.undp.org/evaluation](http://web.undp.org/evaluation)

uploaded on the ERC. The Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.<sup>27</sup>

## 9. TIMEFRAME FOR THE ICPE PROCESS

The overall timeframe is tentatively planned as follows:<sup>28</sup>

Table 4. Tentative timeframe for the ICPE process

Activity	Responsible party	Proposed timeframe
<b>Phase 1: Preparation</b>		
Preparatory mission	IEO/ LE/ALE	27 Feb-3 Mar 2017
TOR – approval by the Independent Evaluation Office	IEO/ LE/ALE	March 2017
Finalization of evaluation team members	IEO/ LE/ALE	April 2017
<b>Phase 2: Data collection and analysis</b>		
Preliminary analysis of programme data and context	ICPE team	May/June 2017
Data collection mission	ICPE team	7-28 June 2017
Follow-up data collection activities	ICPE team	21 July 2017
Analysis and finalization of outcome reports	ICPE team	End July 2017
<b>Phase 3: Synthesis and report writing</b>		
Synthesis	ICPE team	By mid Aug 2017
Zero draft ICPE for clearance by IEO	LE	End Aug/ Sept
First draft report for CO/RB review	LE	Late Sept 2017
Revision/second draft for national reference group review	LE	October 2017
Draft management response	CO/RBA	October 2017
Stakeholder workshop (TBD)	IEO/ CO/ RBA	Nov/Dec 2017
<b>Phase 4: Production and Follow-up</b>		
Editing and formatting	IEO	March 2018
Final report	IEO	April 2018
Dissemination of the final report	IEO	April/May 2018
Submission of the new country programme document for approval by the Executive Board	CO/RBA	June 2018

<sup>27</sup> [erc.undp.org](http://erc.undp.org)

<sup>28</sup> The timeframe is indicative of the process and deadlines, and does not imply full-time engagement of the evaluation team during the period.