

Conducting the Country-Led Evaluation of the Delivering as One (DaO) Programme in Rwanda

Volume II

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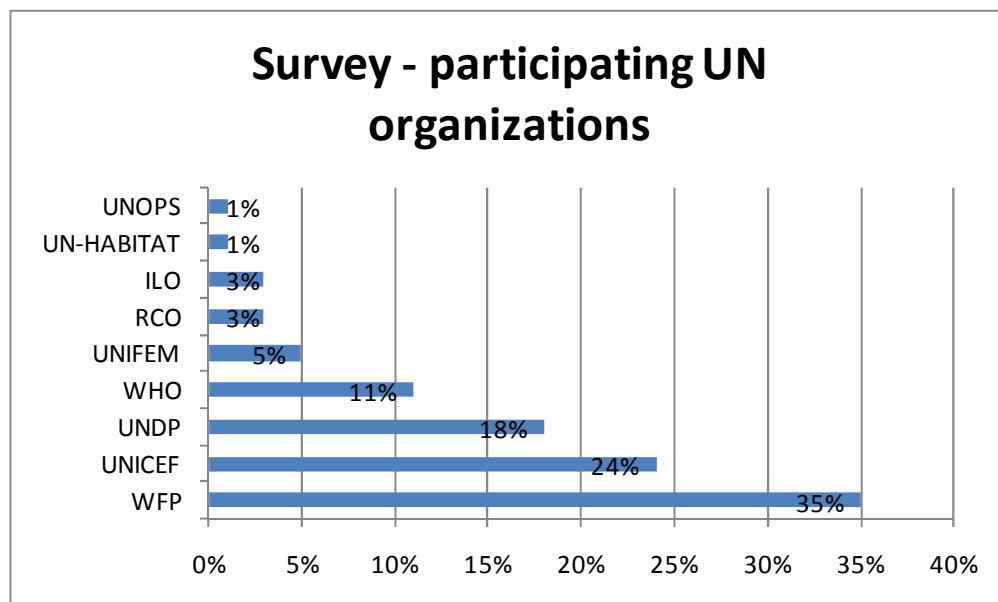
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Appendix I Survey Results

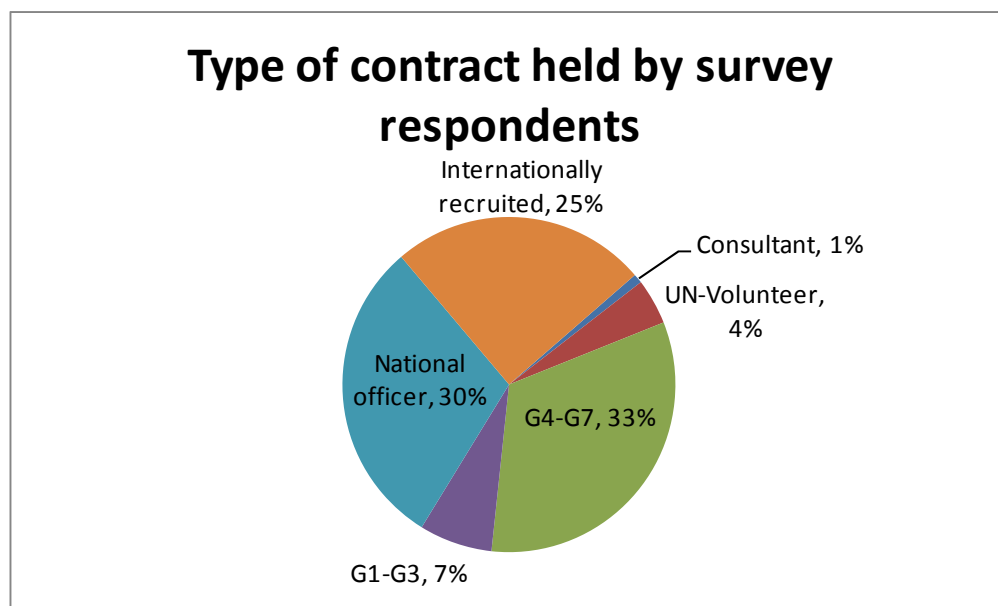
Overview

Q.2 For which UN organization do you work?



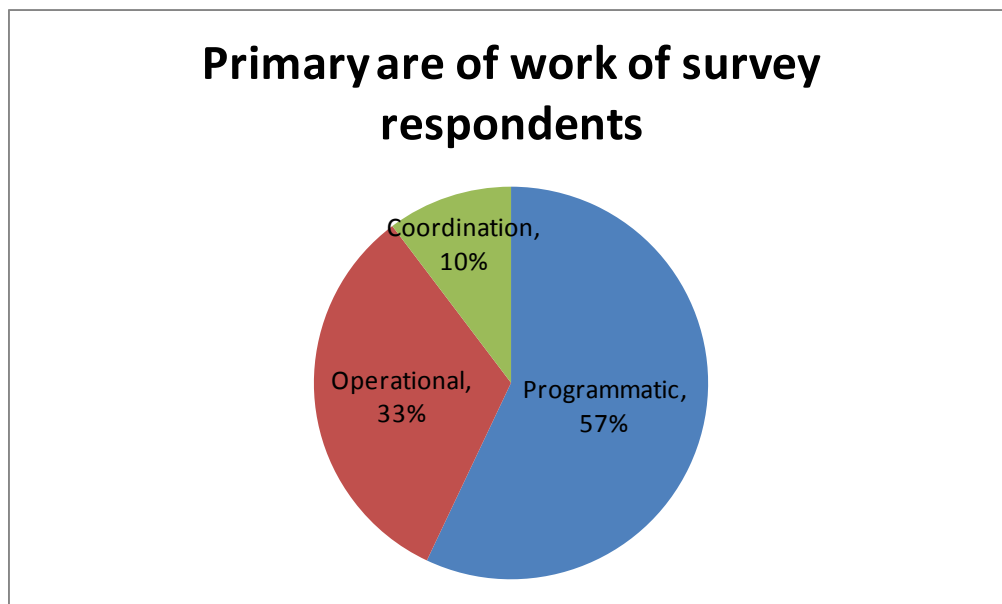
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Q.3 What type of contract do you hold?



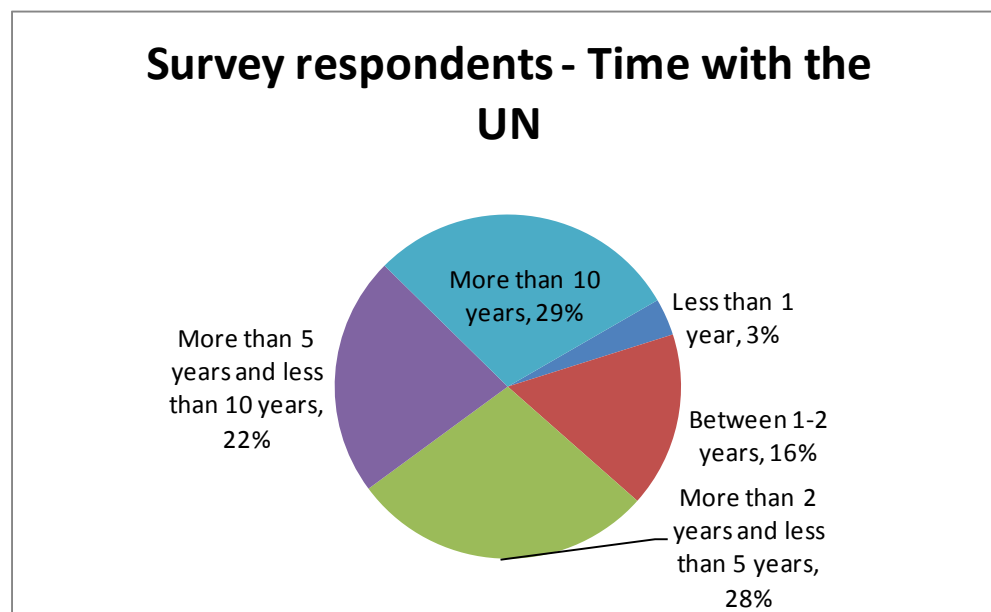
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Q.4 What is your primary area of work?



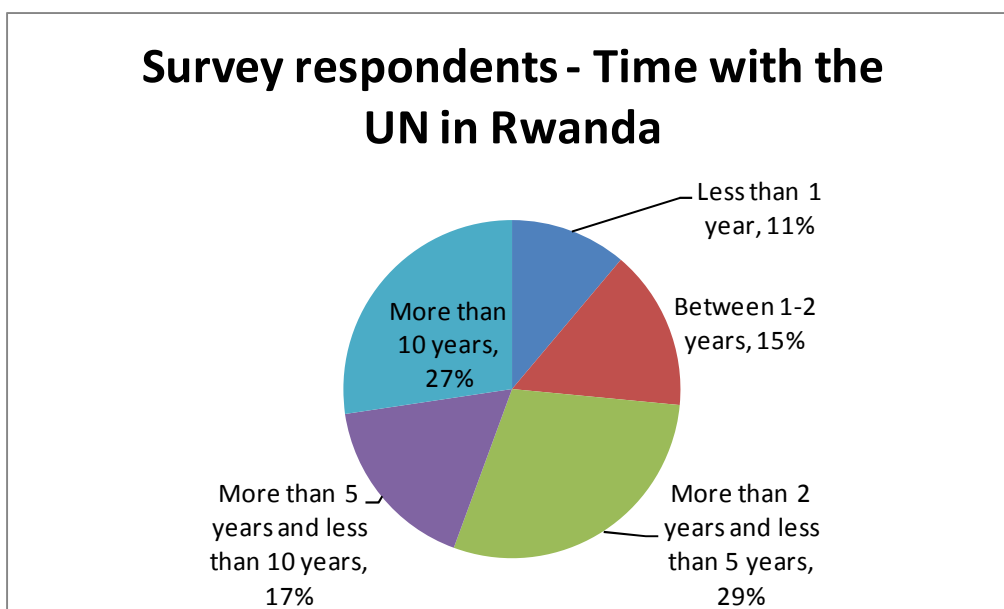
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Q.5 How long have you been working with the UN system?



n= 116/185

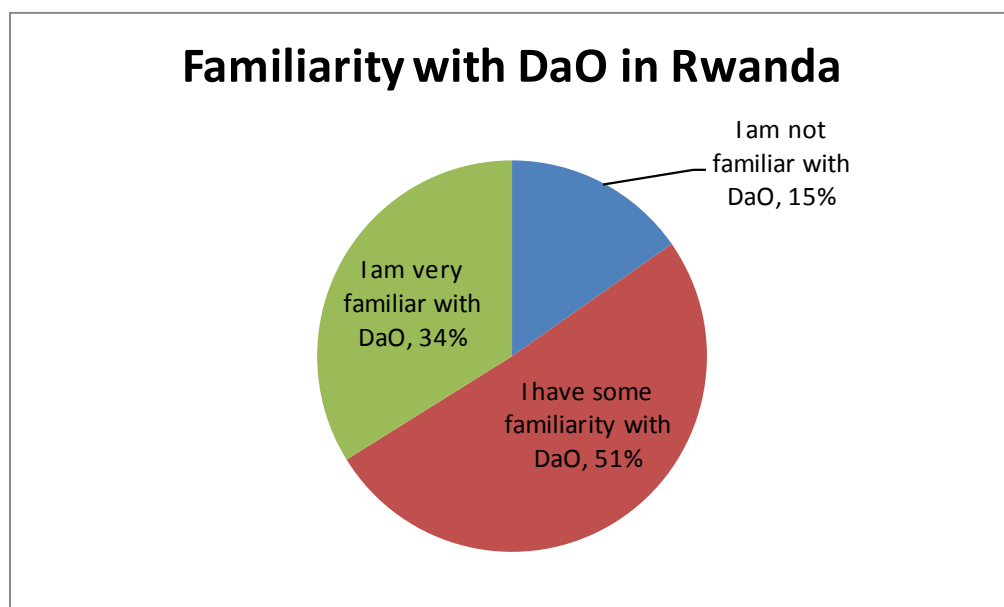
Q.6 How long have you been working with the UN in Rwanda?



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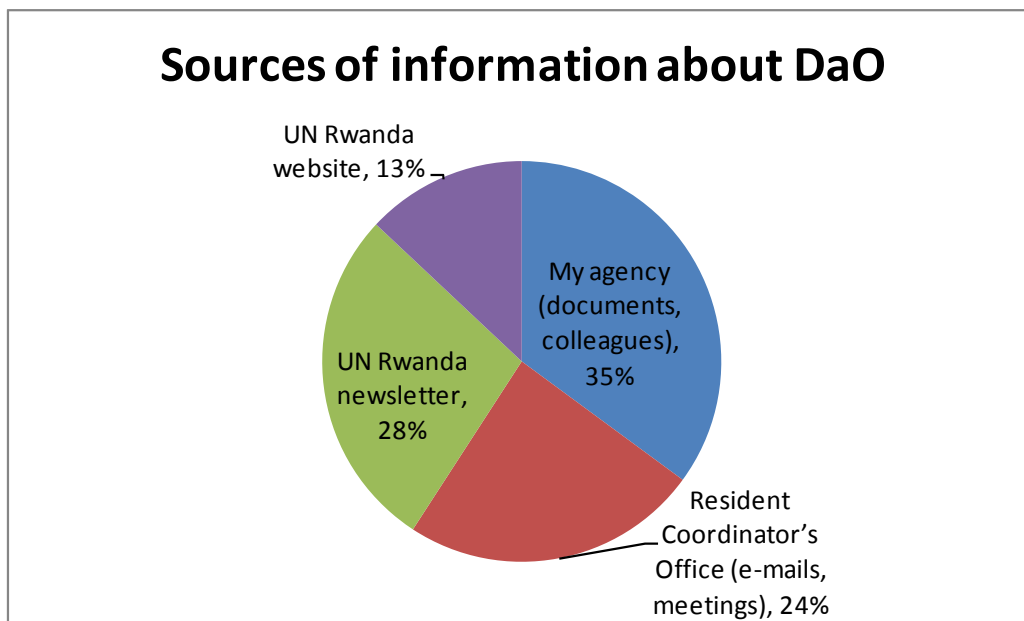
Familiarity with DaO

Q.7 How would you rate your familiarity with Rwanda?



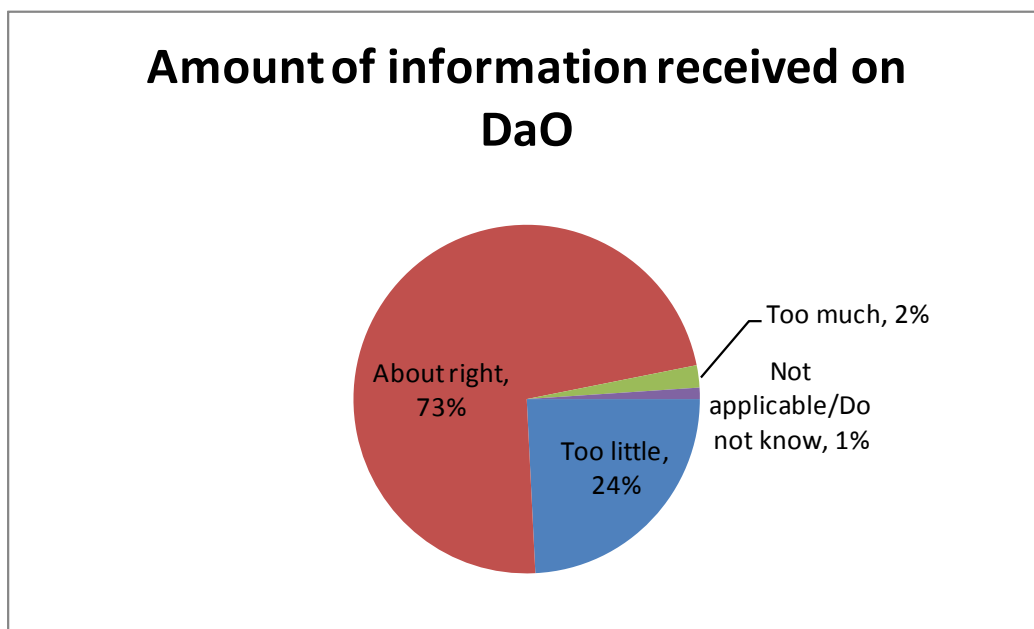
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Q.8 How have you obtained information on progress of DaO in Rwanda? (Select all that apply)



n=209 responses

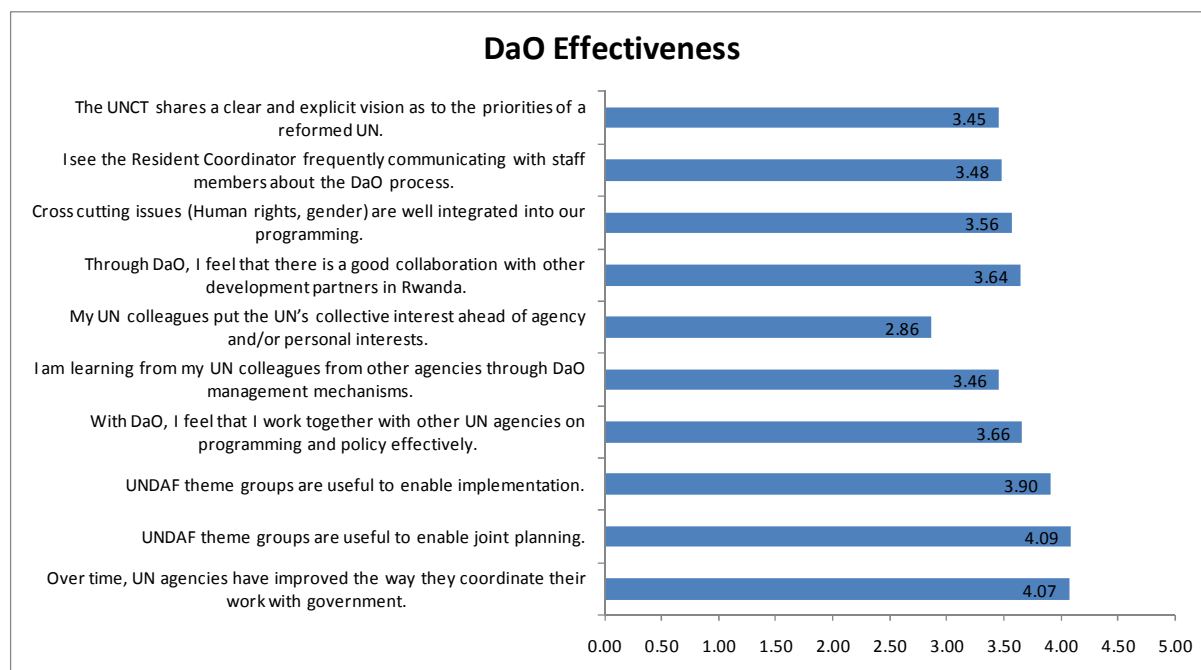
Q.9 How do you feel about the amount of information you receive on progress of DaO in Rwanda?



n=95/185

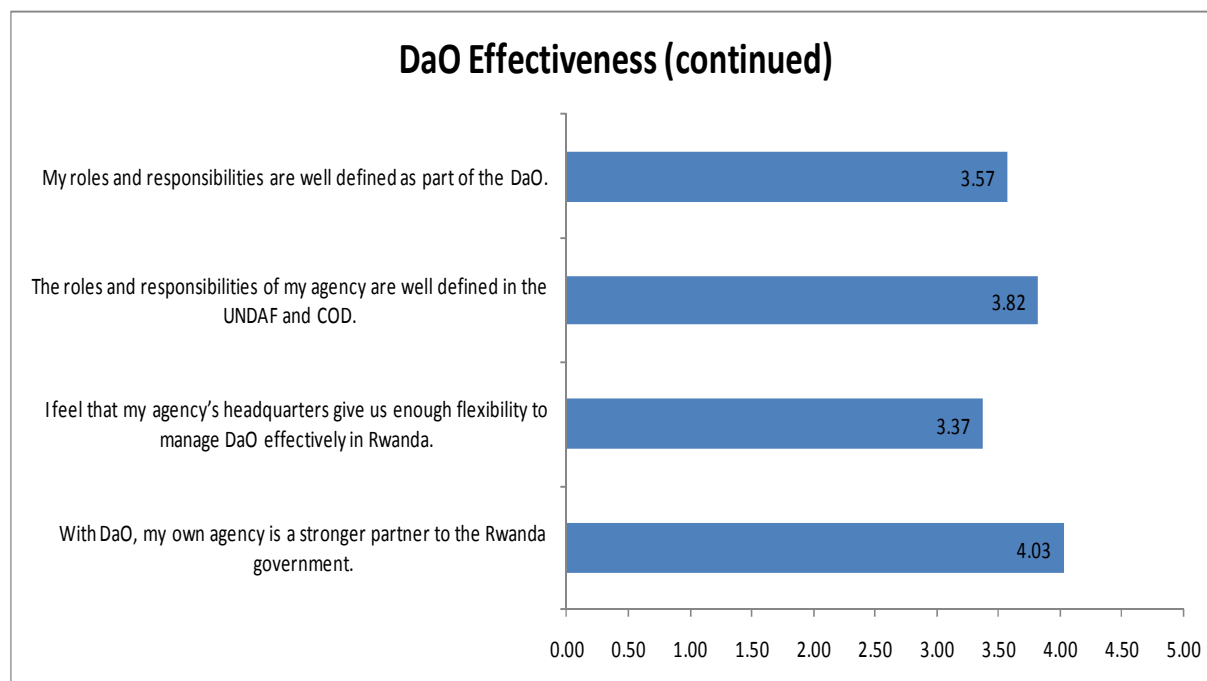
Effectiveness

Q.10 Please indicate to what extent you agree or disagree with the following general statements about the DaO effectiveness.



n=76/185

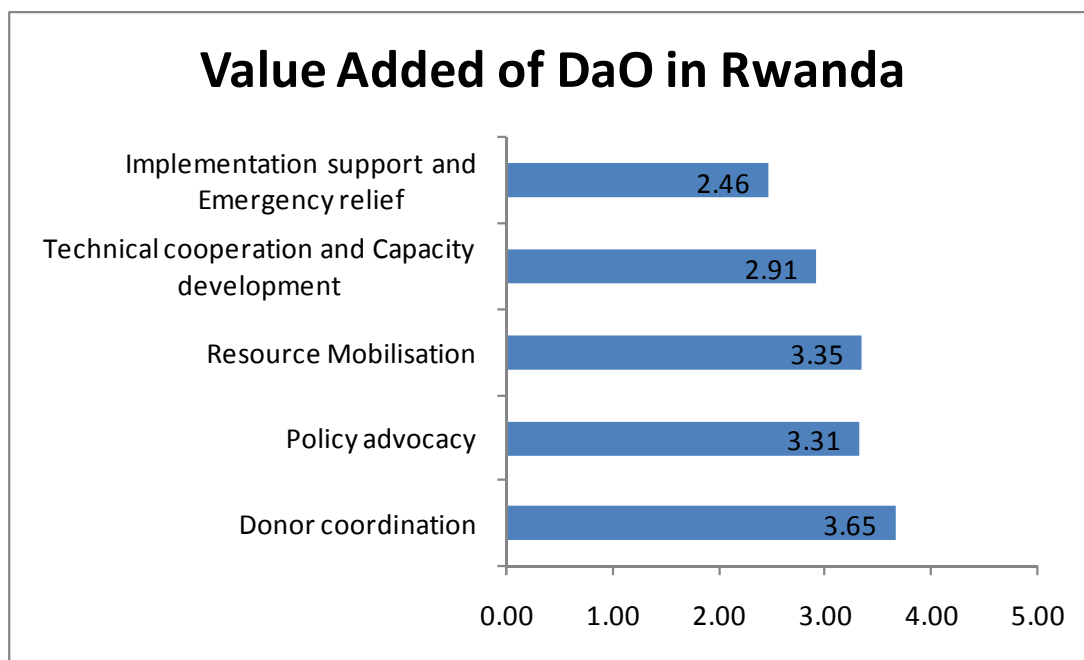
Q.11. Please indicate to what extent you agree or disagree with the following general statements about your own agency and DaO.



n=78/185

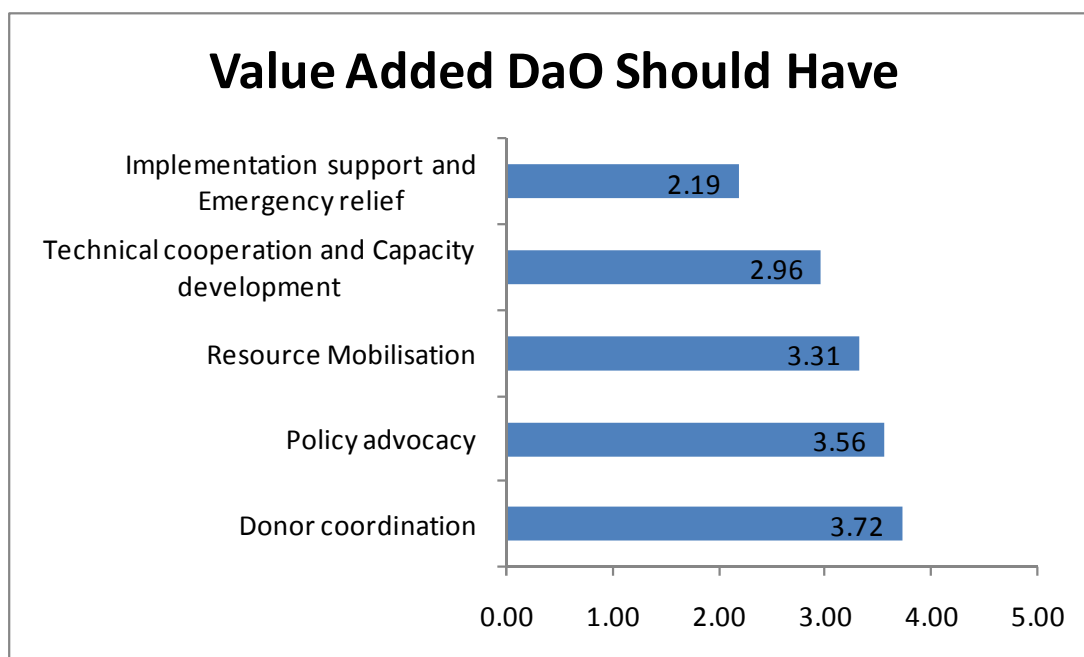
Value Added

Q.12. The following two questions are intended to assess your views on the value-added of DaO in Rwanda, compared to your views on the development assistance needs of Rwanda. Please rank the identified areas by the extent to which DaO has actually had a value-added in Rwanda in your view. With 1 being the lowest value-added and 5 being the highest value added. (One ranking one time only)



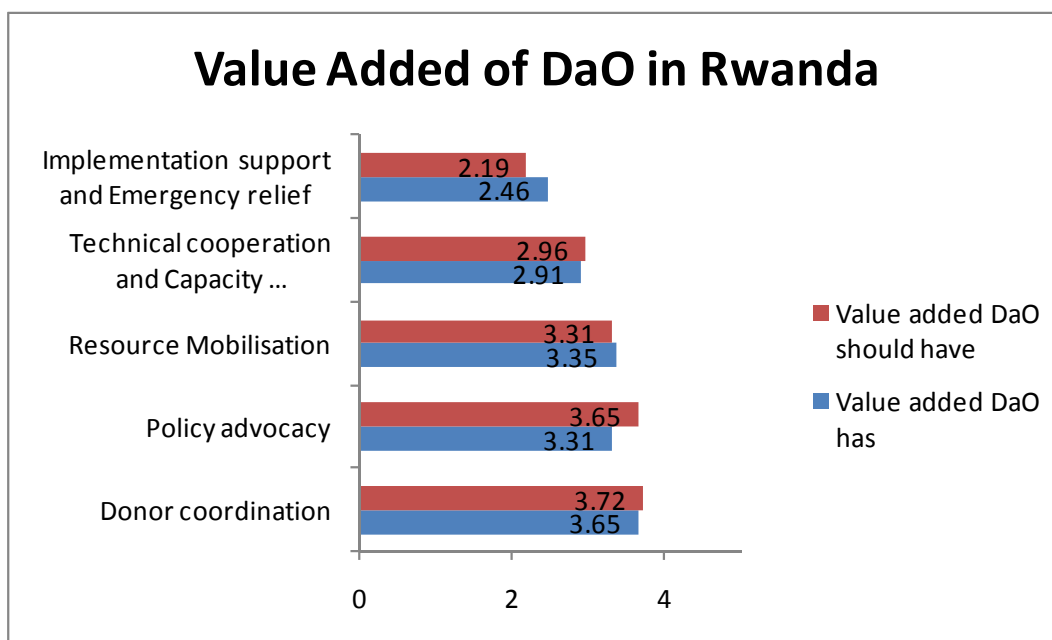
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Q.13. Please rank the identified areas by the extent to which DaO SHOULD have a value-added in Rwanda in your view, With 1 being the lowest value-added and 5 being the highest value added. (One ranking one time only)

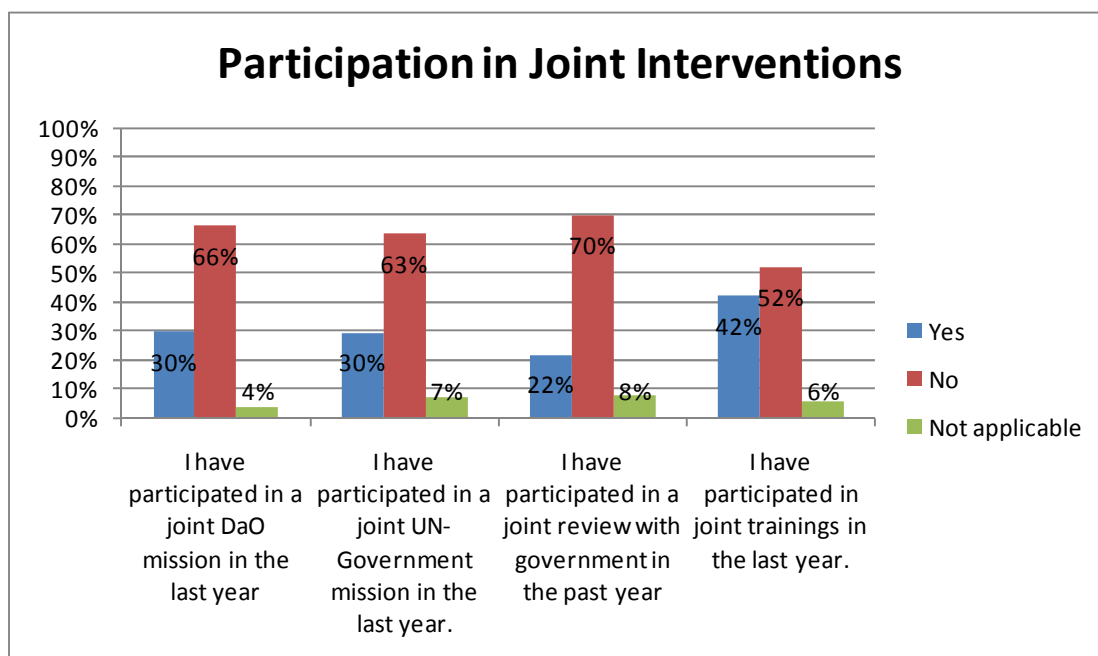


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Summary of responses - Q12 and Q13

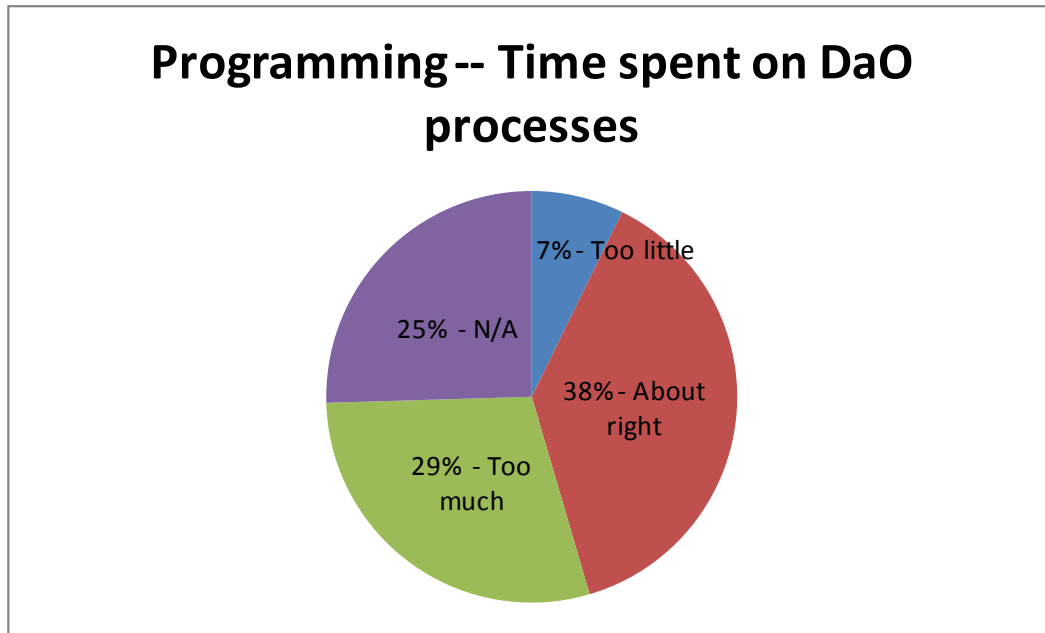


Q.14 Please indicate whether or not you have participated in joint intervention in the last year.

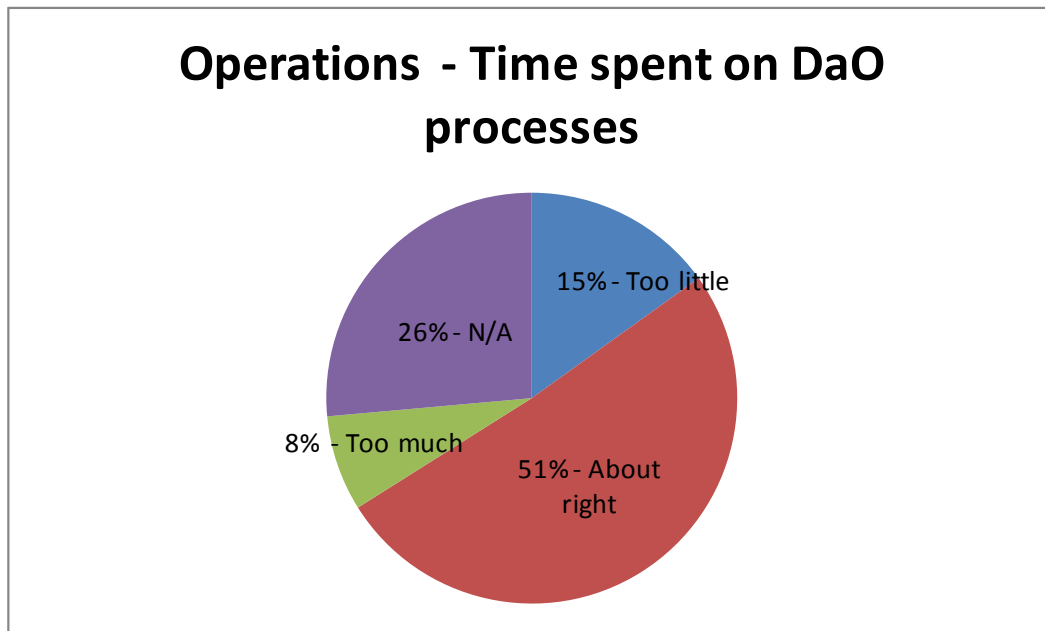


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Q.16. Please indicate the time spent on DaO processes



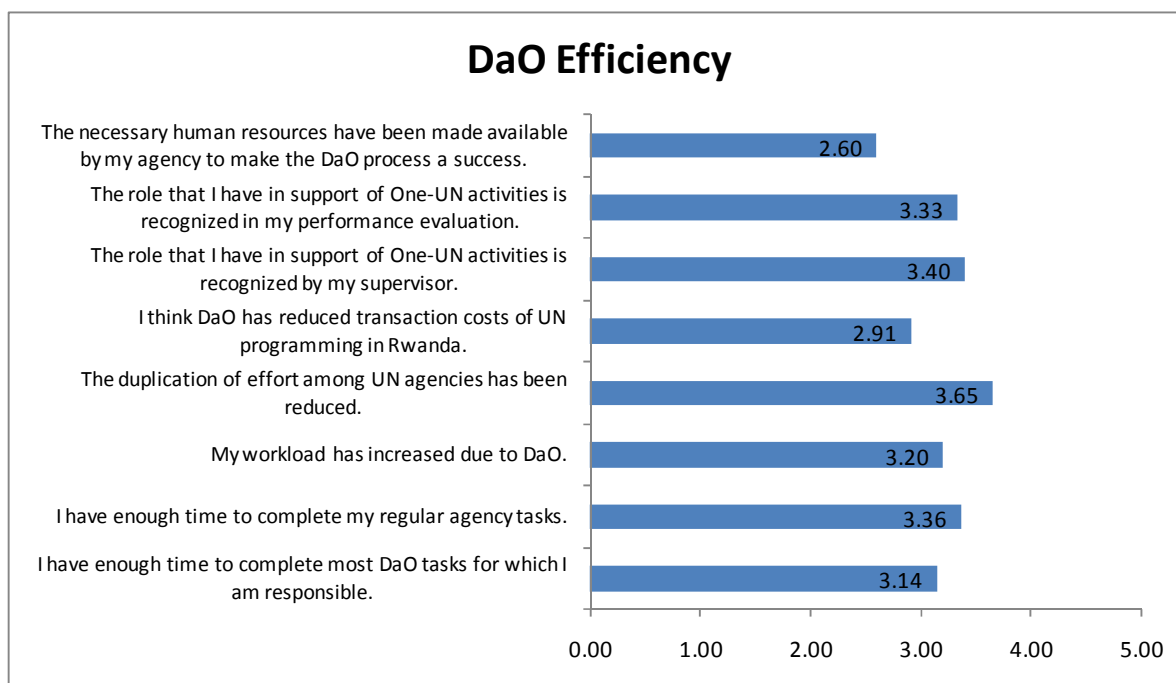
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n=53/185

Efficiency

Q.17 Please indicate to what extent you agree or disagree with the following statements about DaO efficiency.



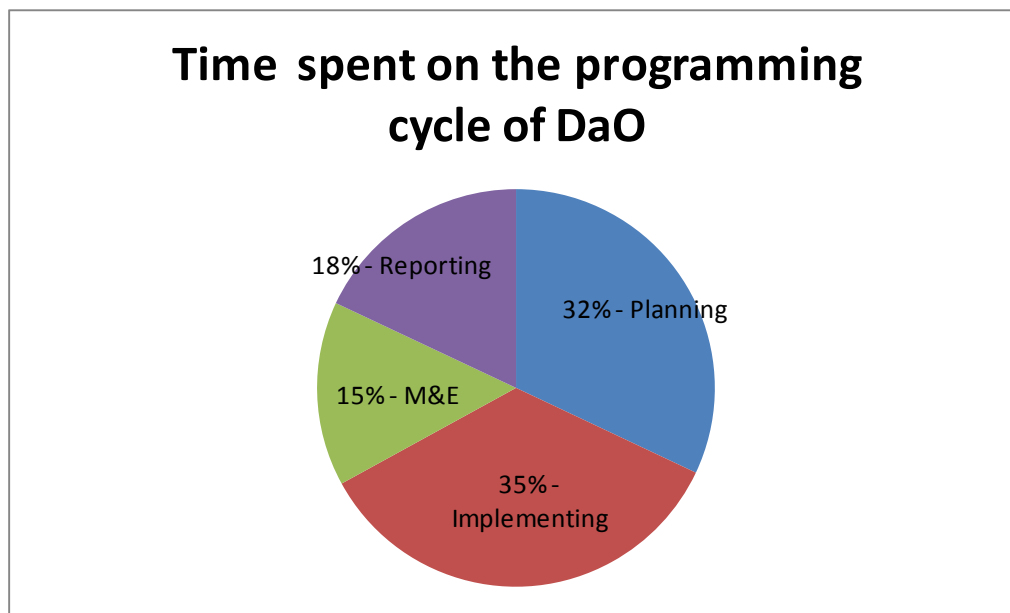
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Note: The Dalberg survey also asked: The necessary human resources have been made available by my agency to make the DaO Process a success. Average = 2,93

Dalberg survey: My performance evaluation will reflect my work on DaO = 3,35

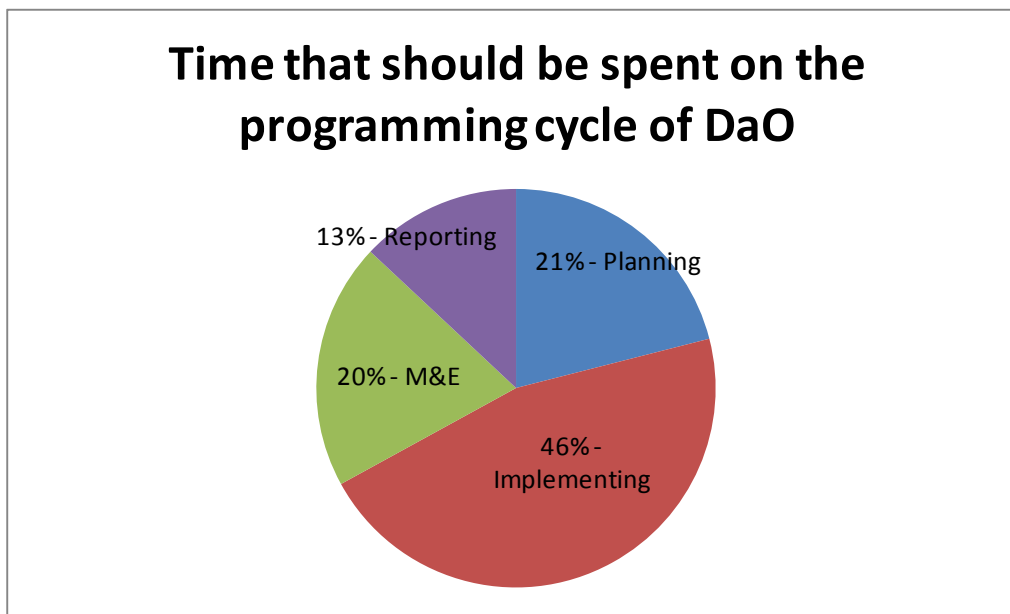
Time spent on the programming cycle

Q18. The following two questions are intended to assess your views on time spent in the programming cycle for DaO tasks in Rwanda, compared to your views on the appropriate time spent on the programming cycle for Rwanda. Over the past 12 months, please provide an estimate of the percentage of time spent on the following elements of Delivering as One programming (total 100%):



n=39/185

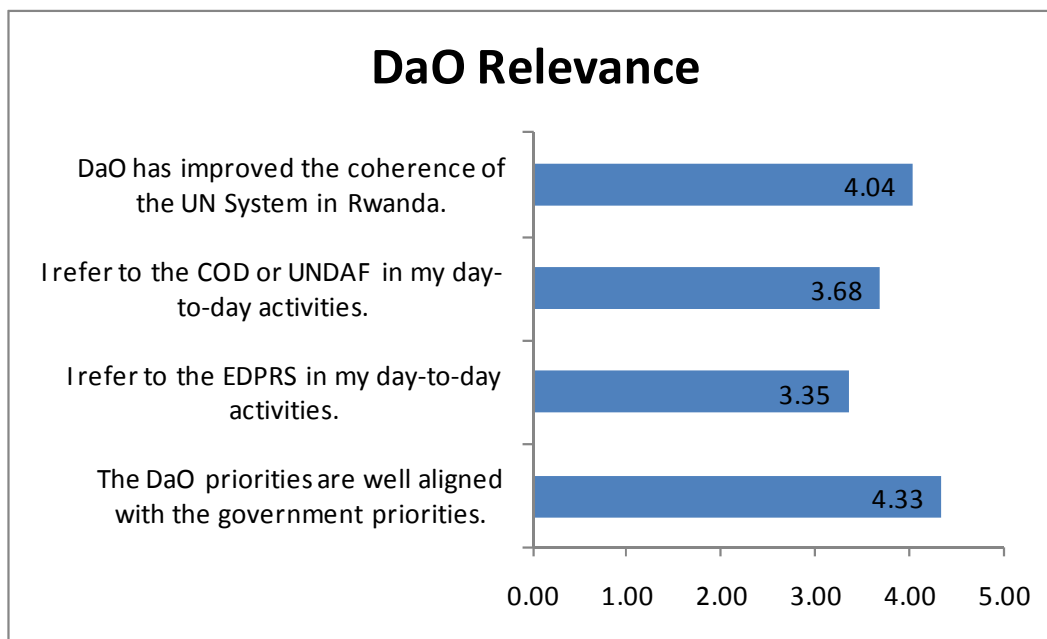
Q.19 In your view, what is the ideal percentage of time that SHOULD be spent on the following elements of Delivering as One programming (total 100%):



n=39/185

Relevance

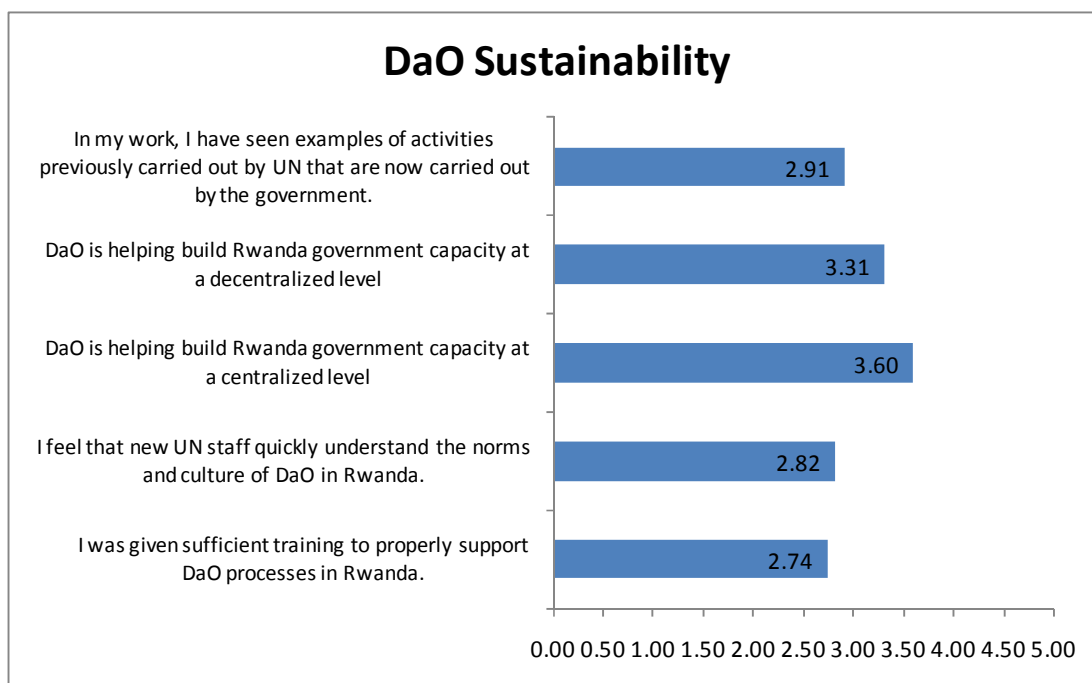
Q21. Please indicate to what extent you agree or disagree with the following statements about DaO relevance.



n=56/185

Sustainability

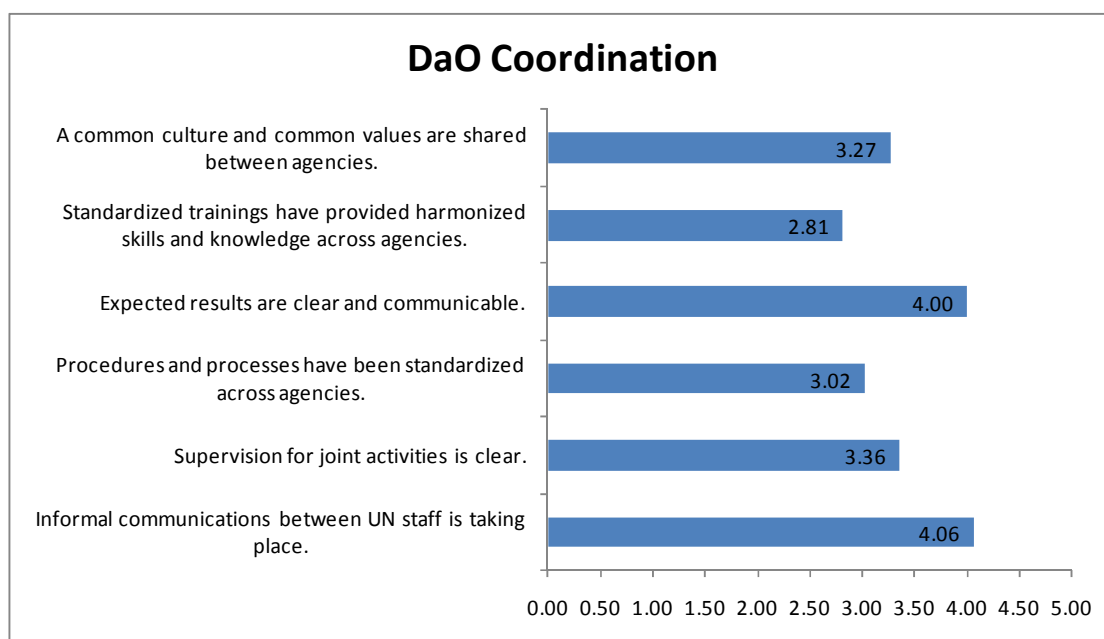
Q23. Please indicate to what extent you agree or disagree with the following statements about DaO sustainability.



n=56/185

Coordination

Q26. Please indicate to what extent you agree or disagree with the following statements about DaO coordination.



n=48/185

Open Questions

Q.27 Please rank the identified areas by the extent to which DaO has actually had a value-added in Rwanda in your view. With 1 being the lowest value-added and 5 being the highest value added. (One ranking one time only) Please comment on your top ranking.

1. Rwanda needs capacity building and DaO is implementing it.
It is absolutely easier to the Government to deal with the RC than dealing with more than 10 heads of agencies.
2. Better coordination of the UN position and strategic approach to public health issues, and capacity to positively influence policy development
3. DoA tackles main policy issues
4. DaO has facilitated coordination of donors contributing to the One Fund through joint steering committee and common reporting.
5. Effective mobilization of One fund
6. Coordinated action toward earthquakes emergencies
7. Coordination efforts are already fruitful in the area of policy advocacy, where a more coordinated UN has a stronger say with the government (areas of health/nutrition and education for example)
8. The ranking of these areas is not easy, since the DaO has equally added value in some of the areas and even in the area ranked lowest DaO has added lots of value.
9. Agreement from all agencies to stand behind a common objective and message and support at the highest level from Reps and RC are effective for policy advocacy.
10. To date, the highest value added is most evident in the area of policy advocacy, where the UN has gained much in terms of working together. As UN agencies become more coherent and coordinated, the government can also benefit from its different experiences and expertise and the UN is being now recognised as a stronger partner, able to raise issues of concern while also sitting on the same side of government.
11. In the above i see improvement as they join hands together based on one agency mission unlike in the past where each had to join any emergency on based on its capacity.
12. The aid effectiveness project is the best-known among donors, and is praised for its value to the development cooperation community.
13. La coordination des bailleurs de fonds vient en première place.
14. On pourrait faire mieux
15. Difficile de faire le classement car certaines de ces choses se chevauchent.
Le DaO permet au Un de parler d'une voix par le RC ou tout autre chef d'agence. Le MOU/SWAP sante a tete signe par le RC pour le UN. Le steering committee est un forum qui a amélioré la coordination. La fonction de policy advocacy est restée le parent pauvre en dépit du résultat de l'enquête de Delberg qui a montré que le Gvnt et les partenaires voient le UN plus comme conseiller en politique que dans les opérations. La mobilisation des ressources et les urgences profitent davantage du DaO.
16. A mon avis, la coordination des bailleurs et la mobilisation des ressources me semblent être les domaines les plus développés
17. Dans certains secteurs les Agences des Nations Unies ont une grande influence et sont mieux coordonnées que dans d'autres dont je tais les noms.
18. les bailleurs font plus confiance au one UN qu'a une agence particulière
19. Ca je ne sais pas le dire selon mon poste
20. les trois premiers sont évidents, les autres restent relatifs

Q28. Please rank the identified areas by the extent to which DaO SHOULD have a value-added in Rwanda in your view, With 1 being the lowest value-added and 5 being the highest value added. (One ranking one time only) Please comment on your top ranking.

1. The policy advocacy is one of the way DaO is supporting Rwanda in order to mobilise resources from Donors

2. The coordination of donors could be improved.

3. Funds should be available as per COD

4. Speaking one voice is a strong opportunity for the UN System to contribute to Policy formulation and implementation.

5. At the heart of agency mandate

6. active development donors forum

7. I feel over time the UN should be able to better support the government in the area of donor coordination, building on its key comparative advantages -including its neutrality and technical advisory capacities.

8. A strong division on labor where agencies can use technical knowledge from other agencies and what matters is the technical ability as a team, with agencies learning from each others work but also from operational policies and procedures and systems, and harmonize to better work together and with government

9. I feel the UN should play even a greater role in the area of aid coordination, supporting the government as a neutral broker to keep all resources and development partners around the table and devise the best strategies/approaches to meet national priorities & the MDG.

10. La coordination est un point faible à améliorer.

11. Avec les ressources, une bonne politique et coordination le terrain devient favorable pour le reste.

12. Le DAO devrait mettre un accent plus développé sur le développement parce que c'est cela qui aide le pays à atteindre les objectifs qu'il s'est fixé

13. Pour moi je trouve que la défense et la promotion des politiques devraient venir en premier lieu afin d'aider le pays à atteindre les objectifs qu'il s'est fixés

14. Faible technicité

15. Même si je mentionne mais je ne sais pas identifier ces domaines

16. D'autres mécanismes semblent plus efficaces en ce qui concerne les deux derniers points que les NU au Rwanda

Q.29 Please indicate whether or not you have participated in joint intervention in the last year.

1. Only other high ranked colleagues did.
2. I was enrolled to one project funded by DaO and I participated to the Joint Board field visit.
3. JAP; UNHCR,WFP and MINALOC, HR/RBM Workshop
4. Program reviews and technical committees meetings in 2009
5. Training of RBM with the UN HIV Theme Group and other HIV stakeholders
6. planning and reporting workshop held in November 2009
Joint UN-GoR mission: DevInfo-IMIS study travel in Cameroon, with the National Institute of Statistics (including DG), UNFPA & UNICEF; Joint training: PPOC retreat (all agencies).
7. Results-Based Management and Human Rights Based Approach
Mission: DevInfo IMIS study mission in Cameroun, with the National Institute of Statistics, UNFPA and UNICEF. Training: PPOC retreat.
8. This is not applicable to me.
9. J'ai participé à des formations qui avaient pour objet, communications et informations sur DaO
10. Millenium village a Mayange:projet commun ONU Gouvernement
11. Seminaire sur le service en commun
12. Result based management training
13. Formations locales en RBM Droits de l'homme pour les policy advisor et le PPOC.
14. J'ai été formé avec certains membres du Gouvernement sur la planification basée sur les résultats
15. Evaluation de la mise en oeuvre des activités avec MINISANTE
16. Formations sur les communs services
17. Mission conjointe avec le UNCDF dans la mise en oeuvre du programme VUP Umurenge
18. Millenium village met ensemble gouvernement et partenaires
19. Je sais que l'année passée on nous a expliqué sur le DaO, MDG et UNDAF
20. Il ya des ouis et des nons...
21. HIV and AIDS

Q.30 Please provide any additional comment you may have on the DaO effectiveness.

1. DaO is a good tool to develop Rwanda. However it needs more coordinations.
Delivering as One has proved to be very efficient in coordination of UN support to Rwanda. It has reduced significantly duplications of interventions and brought UN agencies to working towards a common goal with greater impact.
2. I think there is a need to involve as much as possible staff from all levels so that there is a shared vision of where we are heading. Communication of the progress of DaO should be improved.
3. The DaO is a complex change management process which takes time to be integrated in people's mindsets. For this reason, I feel the potential of the reform is not yet fully unleashed. I feel however it is already possible to recognise a positive trend in the ability of the UN to respond to government needs and expectations in line with national/international development goals.
4. PERSONNAL INTERESTS ARE BEING PUT AHAED NOT COMMON INTEREST.SOME FEAR TO LOSE JOBS AND AUTHORITY THAT IS WHY THEY ARE DELAYING IN ITS IMPLIMENTATION.
5. The DaO has a great potential to impact on effectiveness of the UN at country level, some of which is yet to be unleashed. This can also be explained by the course of the change management process, which definitely takes time to achieve intended improved performance.
6. Through the DAO, we provide further technical assistance essential for capacity development. We are knowledge leads assisting government on building dialogue on what works-best practices through application of a more results based planning and management.
7. The main strength of DaO in Rwanda lies in the way it forces all Agencies to operate towards a common objective. The existence of a Code of Conduct has reinforced the leadership of the RC because Agency Heads respect the principles of that Code of Conduct.
8. DaO Permet de renforcer le travail de groupe,le partage d'informations diversifiées .
9. Chacun donne l'impression de vouloir travailler seul comme avant
10. DaO serait plus valorisee si chaque staff se sent concernee et a le desir d appartenir a une seule entite. Une meme comprehension de tout et chacun pourrait conduire le systeme des Nations Unies au Rwanda a un meilleur produit des resultats en commun.
11. DaO devrait appuyer le renforcement et la rétention des capacités techniques des Agences pour bien maintenir son appui au Gouvernement
12. Il faut davantage augmenter les séances de sensibilisations pour une meilleure comprehension.
13. Le DaO a permis une meilleure coordination des interventions des Agences des NU au Rwanda, une meilleure planification suivi evalution de l'action du UN. Une meilleures connaince entre agences qui sont passes de la confrontation a une relle planification conjointe.
14. Le DAO devrait trouver les voies et moyens d'améliorer la planification conjointe
15. Un accent particilier devrait être mis sur la planification et par conséquent sur la distribution des fonds entre les agences.
16. Les Agences des Nations Unies ont le même objectifs d'appuyer le Gouvernement dans différents Secteurs. La coordination de ces Agences est un élément capital
17. Chaque agence a tendance atravailler seul,surtout celles qui ont des fonds propres. il ya inegalte dans le nombre de staff ,certaines agences ont plus de 30 d'autre une dizaine
18. DaO est tres inportant dans notre pays surtout que nous pouvons viser tous entant qu'agents des Nations Unies sur un objectif commun pour promouvoir les interets de la population Rwandaise et developper notre pays.
19. The only problem it gives is the double work: many things need to be done twice, oncvr for your own agency and once forthe DaO. Annual reports, AWP, briefing notes, joint projects VS. agency projects, etc. I wish we could remove everything concerning the specific needs of the agency, to work only as DaO. We need to review the structure of UNDAF and CoD: the ouputs on Social protection are no longer up to date with Government priorities and recent actions and programmes; Child Protection issues are not fully addressed neither under Result 1 nor under Result 5; Gender should have a more
- 20.

clear space.

21. Synergie entre les agences; Enrichissement des connaissances à travers les sessions communes de travail et réunions thématiques; Même niveau d'information sur le processus

Q.31 Please provide any additional comment you may have on DaO efficiency.

1. DaO to clearly determine roles and responsibilities of each UN agency and implement it.
For the DaO to be efficient, the UN staff involved have to be given the tools needed to achieve expected results. This include building their capacity through training, workshops, information and knowledge sharing, etc. The building of the capacities should be be focused mainly on the
2. Implementing partners who implements our programmes.
Joint planning over the past 2 years has required a lot of efforts. This is attributable to the change management process of the DaO which came without ready-made SOP (standard operating procedures), tools or guidelines. Although this has initially increased transaction costs, it probably benefits ownerships at country level. The situation has also improved over time, with staff becoming more aware and performant on what needs to be done and how.
3. I work in the Office of the Resident Coordinator, so I am working on DaO on a full-time basis. My work is to lead the policy dialogue function of the UN in Rwanda, so I collaborate with Policy Advisors on policy issues and facilitate Theme Groups in addressing policy issues as they arise. On Dao efficiency, it will be important to identify ways of measuring transactions costs in Rwanda, in such a way that they can be monitored uniformly and consistently. It will also be necessary to make sure that the existing M&E mechanisms can do this effectively, to serve the UNCT as a source of planning information.
- 4.
5. Efficience faible,le debut est toujours difficile
6. DAO devrait diminuer le temps consacré au cycle de planification et de rapportage et le simplifier
Le DaO est à sa 2eme année au Rwanda et a servi de leçon pour l'harmonisation et la coordination des programmes du Système des Nations Unies.
- 7.
8. Dependait aussi du type d'intervention et des partenaires de mise en oeuvre.
On passe trop de temps dans les reunions de planification et autres. On devrait d'avantage de focaliser la mise en oeuvre des interventions au renforcement des capacites a l'interieur des agences.
- 9.
10. Pas de commentaire puisque je ne pas encore participer dans les reunions du DaO
Le "Web reporting Tool" introduit cette année va permettre de gagner du temps dans l'élaboration des rapports.
- 11.

Q.32 Please provide any additional comment you may have on the DaO relevance.

1. The DaO is relevant as it is the best way for the UN System to provide development assistance to Rwanda in a more coherent, coordinated, harmonized manner. It reduced not only transaction costs, but also pave a way to harmonized programming, thus avoiding duplication of efforts and working toward a common outcome.
2. Since the UNDAF and COD are fully aligned with EDPRS and Vision 2020, I don't refer to EDPRS in day-to-day activities. This would be duplication.
3. Room of agencies to look out of UNDAF and COD has been effectively reduced. The issue is that agencies are so focused on the framework that it often leaves little room to look out of the framework and look critically if there are other things the UN should be doing and currently isn't.
4. It is not clear to what extent emerging policy issues - at the sectoral level - are being addressed on an routine basis. We would like to know whether the strategic interventions being made within SWaps and sector-wide working groups are having an impact on policy decisions.
5. Coherence encore insuffisante
6. DaO s'améliore au jour le jour
7. c'est quoi l'EDPRS? Il aurait fallu mettre une note explicative
8. Ne pas attendre la semaine UN pour informer le grand public sur le DaO. Les UN devrait prévoir la journée "Porte ouverte" destiné au public qui voudrait s'informer sur le DaO

Q.33 Please provide any additional comment you may have on the DaO sustainability.

1. Building the capacities of the government has started long ago. The DaO needs to bring in something new, a new approach to building the capacity of the government, while building its own capacity to deliver.
2. I work with the RCO and there are no national capacity building activities linked to that office.
3. Les capacites des Agences sont elle meme insuffisantes
4. On ne fait plus du capacity building, nous implementons plutot les projets a la place du gouvernement.

Q.34 Please provide any additional comment you may have on the status on coordination of DaO in Rwanda.

1. More need to be done in information sharing among UN Agencies staff.
2. The DaO process is ongoing. This means that change culture is visible in some areas but there is still a lot in terms of possible improvements/ ongoing processes.
3. PROCEDURES AND PROCESSES ARE TOO LONG AND TAKE A VERY LONG TIME TO DELIVER ANY SERVICE WITHIN UN ESPECIALLY UNDP.
4. DaO has really improved jointness in the UN Rwanda.
5. Some of these things are currently not strong, but in the process. Trainings, cultures and procedures are still not harmonized but this is being slowly addressed.
6. Les Agences semblent etre en competition ce qui ne facilite pas les choses. La volonte de faire ONE UN doit etre renforces par des reunions regulieres
7. Cela se fait entre les hautes autorités des agences mais je crois que pour les subalternes ce ne pas le cas.
8. Nous n'avons reçu AUCUNE formation sur le DaO. Nous avons tout appris sur tas. "Learning by doing", le bureau du RC ne communique pas, ou tres mal, les directives.

Q.35 In your opinion, what is the greatest success or innovation of the DaO thus far?

1. The DaO is following the EDPRS of Rwanda government. This a great thing.
2. Joint programing and avoiding duplication
3. Innovation: Rapid SMS; Success: RBM
4. The COD
5. less duplication
6. Frequent meetings between GoR and UN agencies
7. Coordination
8. Joint programming, PPOC
9. JOINT PLANNING AND IMPLEMENTATION OF ACTIVITIES
10. Joint Operations and Communications

The greatest success in teh DaO is certainly the coordianted work of teh theme groups and their

11. consolidated planning and reporting systems
12. joint planning
13. Working as one organisation
14. The joint programming element has worked well i think.
15. Different theme groups and working groups

Adding relevance to UN support to government of rwanda by pulling forces together and working more as a team as opposed to working as separate technical support agents. In my opinion the greater success is to see that more and more, staff and government recognise the DaO as THE way to go for the UN.

17. ANY SUCCESS SO FAR

the expression already says it, we are now Delivering as One. there is still lots of improvement to be made, but the achievements are clearly there and we'll further move into that direction. Feedback from the Government is also clearly positive and the Government's ownership very strong, which is one of the important key drivers.

19. Aligning planning with government expectations

Aligning to government development priorities and being recognised as key partners in development in Rwanda. Better convergency of comparative advantages helping build capacity development Rwanda needs for sustainable development.

21. Joint Programming, Coordination which leads to minimizing duplication of efforts, maximize impact, finding synergies
22. All un agencies joined hands in meeting the priorities un like in the past.
23. Joint programming
24. The Programme Planning and Oversight Committee PPOC
25. planification commune, rapportage commun
26. La contribution à l'action gouvernementale
27. Meilleur coordination avec le Gouvernement
28. Economiser l'énergie et le temps
29. Eviter la duplication dans les activites menees par les agences
30. Esprit de travail d'équipe
31. Programmation et Evaluation communes entre agances

32. L'unité dans la diversité

Un effort de travailler ensemble et de travailler de façon harmonisée avec le Gouvernement. Le PPOC a été la meilleure innovation depuis le début de DaO. Avant le PPOC, DaO commençait à s'essouffler. Il

33. ya aussi, la mobilisation de ressources à travers le One Fund.

34. One UN Fund

35. Le programme commun et intervention conjointes visant des priorités nationales

36. Projet commun, planification commune

37. Coordinations des interventions en faveur du Gouvernement

38. Un plan d'action annuel commun

39. le grand succès est sur le planning

40. Je ne sais pas

41. réunir les différentes agences sur une même table

42. Un document de planification commun

La planification conjointe a évité la duplication et a favorisé la cohérence dans les interventions des

43. agences

Q.36 What is the greatest challenge that you see for DaO in Rwanda?

1. All UN agencies don't quickly share informations and ways of some joint activities, especially in schools, as I work in programme Unit. This challenges field activities coordinations.
2. Low level of consultation between Agencies during implementation and inefficient One UN funds
3. Intergency coordination; lowest common denominator trap
4. Resource mobilisation
5. Some agencies still believe in agency based planning
6. Sister UN agencies seem to work as usual
7. Joint programming and implementation
8. Organizational culture to change (such as ownership).
9. FUNDING
10. Vertical structure from HQ
11. The greatest challenge remains the unpredictability of resources for the One Fund and issue of capacity gap at the level of the government and at the level of the UN
12. implementation
13. resistance to change among UN staff
14. Harmonizing different systems might pose a challenge.
15. Standardized Procedures
16. As of today, most of the successes/failure in the process are personality based. This can constitute a weakness for the DaO if there is no appropriate handover and induction for new comers.
17. FEAR OF LOSING AUTHORITY(HEADS OF AGENCES)
18. Headquarters. Sometimes also an issue of power among agencies.
19. Coordination within agencies for implementation of joint projects
20. Trying to align with other development partners, when our budgets may be slim and demands of government are huge with huge financial gaps for some sectors. Expectations from the government are also huge.
21. Agencies are still very agency centered
22. Resources that are not enough which even come late
23. Reporting and communicating results
24. Implementing activities according to plan. Planning and approval of funds is still taking longer than it should, leaving very little time in the year for implementation. The funding period should be spread over 2 years, to reduce the planning burden at the beginning of the year.
25. les activitees ne sont planifiees ensemble et les fonds ne sont pas equitqblement distribues
26. Coordination des partenaires
27. Prédictabilité des ressources nécessaires
28. rapidité d'exécution
29. Manque de financement pour mener des activites communes
30. Lutter contre l'étiquette agence
31. Chaque agence continue à travailler plus ou moins separemment; différents rappots
32. La coordination ou la décentralisation jusqu'au staff du field
33. Changement total de culture "agency oriented" des interventions. Certains HQ des Agences ne sont

pas encore entièrement dans l'esprit DaO.

34. Cohésion entre toutes les agences
35. Maintenir les performances dans un environnement en changement
36. Compétitivité, faible transparence sur le budget disponible
37. La mise en œuvre par les agences qui ont gardé les mêmes pratiques (chaque agence selon son mandat met en œuvre sans coordonner avec les autres)
38. la mise en œuvre conjointe
39. La communication
40. harmonisation des procédures
41. concilier les agendas individuels/agences avec ceux du DaO
42. La planification prend beaucoup de temps, ce qui occasionne le retard dans le déblocage des fonds qui sont en plus donnée seulement pour UNE ANNEE

Q.37 What is one recommendation that you would make to address any remaining issues?

1. All agencies should do more joint trainings and workshop on which all activities and coordinations ways would be explained and have a common understanding on means and ways to implement the DaO.
2. Enhance the joint implementation and increase capacity to leverage resources
3. Improved coordination mechanism below the level of representative, e.g, improving monitoring of the work of thematic group,
4. More training for staff, less documents
5. Courses in joint planning
6. Unity in Diversity to be effective in action.
7. Improve joint planning and implementation
8. Strengthen TF functions to ensure mainstreaming of cross-cutting issues (by strengthening capacity and accountability).
9. AVAILABILITY OF FUNDS IN TIME
10. Develop a clear and achievable resource mobilisation strategy for the One UN
11. more HQ support in terms of resources
12. To increase coordination, the UNRC office should be strengthened.
13. Quickly put in place standardized procedures
14. Strengthen headquarter support and common induction for UN managers while joining DaO countries.
15. TO IMPROVE IMPLEMENTATION NOT ONLY PLANNING
16. Delivering as One is the right way to go!
17. Lowest ranking staff do not see DaO as something they can really support
18. Continue working through the government strategic development goals, provide technical assistance and capacity the government still requires for sustainable development.
19. They should keep on even Rome was not built in one day
20. Reflect better on lessons learnt!
21. It will be important to begin to focus on the policy advice functions of the UN as a whole, to ensure the strategic shift begins to take shape.
22. faire la planification ensemble
23. Cohérence au sein du One UN,
24. Se rassurer de la continuité positive des activités
25. Adapter/améliorer les stratégies de mobilisation de ressources
26. communication et exécution rapides
27. Sensibiliser les sièges des Agences sur le DaO
28. Renforcer le travail en commun et la communication entre Agence.
29. Mise en place d'un mécanisme de suivi et évaluation commun pouvant aider à générer un seul et commun rapport
30. Le partage des bureaux, système de communication unique, workshop sur ce que fait le DaO jusqu'au staff du terrain.
31. Davantage de communication au niveau des Agences d'abord, puis au niveau de One UN. Penser UN d'abord en commençant par les Chefs d'Agences eux-mêmes.
32. Meilleure communication sur le DaO à tout le staff UN

- 33. Se focaliser d'avantage au renforcent des capacites (UN et Gvnt) et de la communication a l'interieu et a l'exterieur du UN
- 34. renforcer la collaboration et la coordination, impartialité
- 35. Meilleur partage
 - Renforcer la Coordination (RC) avec plus de staffs pour permettre un meilleur suivi et coordination. Ceux-ci seront plus implique dans les plannifcation et rapports, pour permettre aux professionnels de mettre en oeuvre les programmes.
- 36. mettre en oeuvre les programmes.
- 37. il faut diminuer le processus de planning et mettre en accet sur la mise en oeuvre
- 38. Harmonisation de toutes les agences dans tous les domaines
- 39. ameliorer les comnuication verticale, avoir un langage plus clair, simple, et directe. Personne ne lis les "guidelines" de 120 pages...!
- 40. Simplifier les outils de planification et reporting et renforcer l'equipe decoordination
- 41. Faire en sorte que la planification de l'année suivante soit bouclée au 31 décembre, et octroyer les fonds au mois pour deux ans

Appendix II List of Documents Reviewed

- 1) Economic Development and Poverty Reduction Strategy (2008-2012)
- 2) Government of Rwanda Vision 2020
- 3) Government of Rwanda Aid Policy, 2006
- 4) UN Report on the High Level Panel
- 5) undg Evaluability Report for Rwanda, 2008
- 6) MDG Report for Rwanda (various years)
- 7) UN Development Assistance Framework (2008-2012)
- 8) Common Operational Document (COD) (2008-2012)
- 9) UN End of Year 2008, 2009 Report
- 10) RC Annual Report – 2006, 2007
- 11) Consolidated Annual Plan (2008-2010)
- 12) Joint communication strategy
- 13) Dalberg Report on HR for UN
- 14) Meeting Minutes from Thematic Groups, OMT
- 15) Minutes for DaO Steering Committee – by year
- 16) Audit Report from DFID – including column with UN response
- 17) DFID Annual Review Report
- 18) DaO M&E plan and UNDAF IMEP
- 19) Field Mission Reports
- 20) Executive Board Mission Report
- 21) Full results of Communication Survey completed in 2008
- 22) HACT micro assessments
- 23) PPOC presentation used for Executive Board -
- 24) List of joint Proposals for use of one-UN fund (for PPOC review 2010)
- 25) PowerPoints presented to Joint Executive Board members.

Appendix III Selection of Site Visits

Outcomes to review

For each result, we chose one outcome and one output. The outputs and outcomes were chosen to represent as many agencies as possible (resident and non), a diversity of types of activities, and activities implemented in different parts of the country. The rationale for choosing these outputs is explained in the last column.

Exhibit Error! No text of specified style in document..1 Outcomes chosen

OUTCOME	OUTPUT	AGENCIES	RATIONALE
Result 1: Governance			
Outcome 1 Rule of law	output 1.6 Institutional capacities to improve Business environment strengthened	UNIDO, UNCAD	This output focuses on non-resident agencies Use of One-UN funds
Outcome 2 Decentralization accountability and transparency	Output 2.1 Aid management and mutual accountability mechanisms fully operationalized	UNDP	Example of one agency working on aid effectiveness
Result 2: Health			
Outcome A2 HIV Prevention	output 2.1 Institutional, technical and operational capacity of Public and private sectors and civil society organizations to mobilize, stimulate and promote individual and social changes for HIV prevention improved	UNIFEM, UNAIDS, UNFPA	
Outcome B1 Effective health systems	output 1.3 Institutional capacity of key ministries strengthened in coordination, analysis, planning, implementation, monitoring and evaluation at central and decentralized level	WHO, UNICEF, WFP	This output focuses on M&E
Result 3: Education			
Outcome 1 Enrollment	output 1.4 Access to basic education for children in emergencies, including vulnerable children	UNICEF, UNHCR, WFP	Use of One-UN funds and important use of vertical funding (\$2M)
Outcome 2	output 2.4	FAO, WFP	\$120, 000 in One-UN

OUTCOME	OUTPUT	AGENCIES	RATIONALE
Retention	Support to school feeding in food insecure areas		funds
Result 4: Environment			
Outcome 1 Enabling policy framework	output 1.2 Information management system for natural resources developed and operational	UNDP, UNEP, UNESCO	Use of One-UN funds
Outcome 1 Enabling policy framework	output 1.5 Urban environment management strategy developed and implemented in all major cities	UN-HABITAT, WHO	Diversity of types of activities and implementing partners
Result 5: Economic Growth			
Outcome 2 Safety nets	output 2.4 Capacity of local Government and civil society to effectively deliver and monitor social protection strengthened	UNICEF, WFP	
Outcome 4 Productivity improved	output 4.1 Mechanisms to enhance intensification and value addition for vulnerable households, small producers and MSMEs strengthened	IFAD, FAO, UNIDO, ILO	No use of core funding. Support from UNECA

Site Visits

Universalialia's approach to selection and review of activities was designed to build upon the primary data collection described above. Using the UN's consolidated action plans (CAP) for 2008-2009, activities were selected amongst all result areas in order to capture a cross-section of partners, UN agencies and value of funding. The intent was to ensure that some random activities could be captured and reviewed.

Alongside these selected activities, the UN proposed additional activities and joint interventions for review. Together, these comprised the sample of reviewed activities. Table 3.1 summarizes the selected activities for site visits.

Exhibit Error! No text of specified style in document..2 Site visits conducted in Kigali and Districts

Result Area	Activity	Agencies	Rationale for Visit
Good Governance	Donor support to roll-out of 2008 OECD-DAC Survey on Monitoring the Paris Declaration	UNDP, MINECOFIN	Not joint intervention; Linked to Aid Effectiveness
Health, Population, HIV/AIDS and	Accelerating achievement of MDG 4 & 5: RapidSMS technology for tracking Maternal and Newborn life cycles at community level.	UNFPA, UNICEF and WHO, MOH, Districts, RITA (other partners:	Joint intervention, several agencies

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Result Area	Activity	Agencies	Rationale for Visit
Nutrition		MTN, Voxiva).	
Education	Responding to Government emerging priorities (MDG 2 &3): Accelerating the implementation of the Nine Year Basic Education Policy.	FAO, UNICEF, UNESCO & WFP. MINEDUC, Districts, NCDC, MINAGRI.	Joint intervention, several agencies
	Implementation of school garden development in 12 VUP. Training (teachers, students, parents, community) on gardening, breeding, nutrition and management of water resources.	FAO, MINEDUC, Districts, PTAs	Not a joint intervention, but project received \$91,744 in One-UN funds
Environment	National Environment Youth in 17 districts.	Youth, REMA	Joint intervention
	Organize student biodiversity inventory training camps	UNESCO, NUR	Not a joint intervention but project received \$5,736 in One-UN funds
Sustainable Growth and Social Protection	Organize and support study tour in-country and abroad for the district/sector authorities to get practical experience and share knowledge of good practices and lessons learnt from assisted project implementation and management.	WFP, MINALOC, MINAGRI	Not a joint intervention and the project received no One-UN fund
	Capacity building to tea and coffee growers cooperatives (PDCRE)	IFAD, MINAGRI, OCIR café/the, FERWATHE	Not a joint intervention and the project received no One-UN fund

Appendix IV UN Participation in National Working Groups

Joint Coordination Meetings	Chair	Co-Chair	2nd Co-Chair
GOR Thematic Clusters			
National Aids Coordination Meetings/ Development Partners Coordination Group	MINECOFIN	UN Resident Coordinator	UNICEF
Health Cluster/SWAP	MINSANTE	Belgium Embassy	
Agriculture cluster/SWAP	MINAGRI	World Bank	
Infrastructure Cluster/SWAP	MININFRA	AFDB	
HIV/AIDS partners cluster	MOH	UNAIDS	UNFPA
Social protection cluster	MOH		
Budget support harmonization Group	MINECOFIN		
Disaster management and refugee cluster	Ministry of Disaster	UNHCR	
HIV/ Partnership Forum	CNLS	UNAIDS	UNICEF
Maternal & child Health Group - 4 Sub group : Family Planning Maternal –child Health Nutrition Community Health	MINSANTE	UNICEF	UNFPA WHO WFP
Education cluster development partners	MINEDUC	DFID	UNICEF
Education Donor Group meetings	DFID		
Justice SWAAP	MINIJUST		
Joint sector working groups			
Join Review Education sector	MINEDUC	DFID	UNICEF
Joint Review Health Sector	MINSANTE	WHO	
Joint Review environment and land Sector	MINELA	UNDP	
Gender Cluster coordination, M&E of GBV	MIGEPFOP	UNIFEM	
CCM	MINSANTE	Global Fund	
MINIYOUTH Joint Review Meetings	MINIYOUTH	UNFPA	
Justice and reconciliation working group	MINIJUST	EC	

Appendix V Upstream contribution and participation of UN Agencies

Sectoral policies and Strategic plans	Year	Technical support/Participation/ Stafftime of UN TGs
Decentralization policy and legal framework (UNDP)	2009	TG 1
Policy on HIV in the workplace	2008	TG 1
National gender policy and implementation plan	2008	TG 1
Police policy strategy and manual on SGBV	2008	TG 1
Early Childhood Development Policy (MINEDUC, MINISANTE & MIGEPROF)	2009	TG 2
Health Sector Strategic Plan July 2009 – June 2012	2009	TG 2
Plan Strategique de Lutte contre le SIDA Chez les Jeunes, 2008 – 2012	2008	TG 2
Maternal and new born health strategy	2008	TG 2
National Nutrition Strategic Plan	2008	TG 2
Essential drugs, Reproductive Health Commodities Security strategy	2008	TG 2
Strategic plan for youth and adolescents	2008	TG 2
Human Resources for Health (HRH) policy and strategic plan.	2008	TG 2
MTEF MoH 2009-2012.	2008	TG 2
The environmental health policy	2009	TG 2
Early Childhood Development Strategic plan	2009	TG 3
Strategic Plan for Girls' Education, 2008 – 2012.	2008	TG 3
Education Sector Strategic Plan, 2008 – 2012.	2008	TG 3
ECD National Curriculum Development Centre	2008	TG 3
Standards for Improving Education Quality in Rwanda, Annex to a Presidential Order	2008	TG 3

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Establishing Quality Standards for Nursery, Primary and Secondary Schools.		
Health information system strategy	2008	TG 3
Environment Management and climate change strategic plan	2009	TG 4
Wildlife Act		TG 4
Integrated Land Management strategic plan	2010	TG 4
Integrated water Resource Management	2010	TG 4
Social protection strategic plan	2009	TG 5
National Microfinance Policy and to its implementation strategy.	2008	TG 5
National disaster management policy	2009	TG 5
Industrial policy and industrial master plan	2009	TG 5

Appendix VI UN Participation in SWApS

SWAP	SIGNED MOU	MINISTRY	OTHER DPs	INVOLVEMENT OF UN
Education	2005	Ministry of Education	DFID, Belgium, SIDA, GTZ, World Bank, CIDA, USAID, Global Alliance for Education	UN provides support to capacity building fund Together with the DP within the SWAP, the UN actively supported the development of the EMIS and has advocated strongly for it to be speeded up as there is a dearth of reliable statistics in the sector.
Health	2007	Ministry of Health	Belgium, Germany, European commission, ADB,	UN contributed to the development of The Joint Annual Work Plan 2008, in support of government efforts to ensure that development assistance to the sector is on plan. The UN participated in policy dialogue and sector reviews within the framework of the SWApS and is providing further technical assistance to operationalise the SWAp. UN supported the development of the SWAP harmonization manual,
Agriculture	2008	Ministry of Agriculture and Animal Resources	WB, DFID, ADB, Belgium Netherlands, European Commission	UN has provided strategic level support activities to MINAGRI and the agricultural sector - support to SWAP secretariat establishment.
Energy	2008	Ministry of Infrastructure	World Bank	
Justice, Law and Order and Reconciliation (JRLO) SWAP	2008	Ministry of Justice		UNDP
Water				
Decentralization				
Environment and Natural resource	2010	Ministry of Environment		UNDP

Appendix VII One UN Dashboard

Scoring is from 1 to 4

Excellent (4): On Track: No issues were found regarding this variable.

Good (3): Mostly on-track; few issues for attention

Moderate (2): Some attention required, or too early to tell

Poor (1): Area where immediate attention is required

In addition, the last section comments on the main findings related to each sub issue.

Issues	Sub-issues	Status	Criteria for Assessment	Measure of Criteria	Source of data	Comments on Score
One Programme	Effectiveness	3	Inclusive programming, participation, gender, rights holders and duty bearers Compliance to TG results based programming rather than “agency based” programming Planning considers comparative advantages of UN agencies defined in programmes for greater synergies DaO inclusive with national institutions	Yes Somewhat Yes Yes	Ministry Interviews End of year reports Thematic Group discussions	Concerns on whether or not operational effectiveness of TG has led to greater development results.
	Relevance	3	Aligned with EDPRS, normative priorities and Paris Declaration Programme Theory explained and Strategic Intent clearly defined with government Programming relevant to Rwanda’s stage of development and Aid Policy (DBS, SWAps, decentralisation etc)	Yes Yes Somewhat	EDPRS COD UNDAF CAP Government Ministry interviews	DaO not fully aligned with Rwanda Aid policy
	Efficiency	2	Thematic groups improved operational efficiency DaO with government and CSOs	Yes	UN survey Government	Planning process is still lengthy process within UN and with government

Issues	Sub-issues	Status	Criteria for Assessment	Measure of Criteria	Source of data	Comments on Score
			Programmatic transaction costs with government been reduced Task forces improve synergies and partnerships Standardized cost estimates for outputs carried out	Somewhat Yes No	interviews	No calculation of achieving greater results per unit of input. Greater development results per unit of input in joint interventions
	Sustainability	3	Programmes favour capacity building with government Programmes create conditions to generate resources at local or national level and through pilots Programme priorities leveraged funds through fundraising, private sector, for Government of Rwanda Clear sharing of ownership/ exit strategy in programming	Yes Yes Yes Somewhat	Government interviews End of year reports Head of Agency interviews	Few mentions of exit strategies prior to PPOC
One Budget	Effectiveness	2	One UN fund allocated effectively One UN fund funded using unearmarked funds for maximum flexibility One UN funds fully utilised at end of year Resources are aligned with the UNDAF	No Yes No Yes	COD End of year reports Donor funding agreements	One UN funds sometimes are deposited late and, agencies have to rush to implement. Some delays in planning lead to slower disbursement at end of year Some funds undisbursed at year-end
	Relevance	3	One Fund proposals relevant to the EDPRS and needs of government One UN fund allocations transparent and fully aligned with government financial oversight mechanisms	Yes Somewhat	PPOC guidelines for One-UN fund Submission by UN to CEPEX and MINECOFIN mechanisms	Overall funding relevance hampered by transparency issues and some delays.
	Efficiency	3	Budget been allocated with view to maximize results and minimize	Yes	End of year reports Head of Agency	Budget allocations sometimes delayed

Issues	Sub-issues	Status	Criteria for Assessment	Measure of Criteria	Source of data	Comments on Score
			costs Time between One UN fund allocation and disbursement been reduced HACT been fully implemented	Somewhat Yes	interviews HACT progress reports OMT reports to CMT	
	Sustainability	2	Does budget allow for long-term funding proposals Budget has diverse contributions (DPs, private sector).	No Somewhat	One-UN fund guidelines	One UN fund funds activities for 12 months only One UN fund is underfunded
One Office	Effectiveness	3	Joint missions improve effectiveness of programmes Shared services improve programme delivery Common guidelines established	No evidence Yes Yes, COD	Mission reports UN Survey End of year Reports OMT Minutes CMT minutes	Few joint missions carried out between UN agencies or between UN and Government. No clear DaO mission plan
	Relevance	4	OMT common services responsive to needs of government One-UN building plan relevant to all agencies	Yes Yes	Government of Rwanda Aid policy One-House progress reports to CMT	
	Efficiency	2	Savings and reduction in transaction costs been achieved due to common services Norms been established for staffing, procurement, hiring, etc. that have improved efficiency Common services have increased efficiencies	Somewhat Somewhat No	OMT reports to CMT	Some efficiencies achieved (dispensary, security, banking, web services) but savings not calculated. Little information available on savings or efficiencies
	Sustainability	4	Task force attendance is high Thematic group participation is high	Yes Yes		
One Leader	Effectiveness	3	RC and UNCT leads	Yes/No	UN Heads of	Steering committee

Issues	Sub-issues	Status	Criteria for Assessment	Measure of Criteria	Source of data	Comments on Score
			programmatic oversight RC manages firewall RC leadership style assessed positively at agency level	Yes High	Agency Interviews One-UN fund data	meetings not carried out as planned Non-resident agencies sometimes cannot participate in UNCT meetings
	Relevance	4	RCO represented strategically alongside government and other DPs RC viewed as unbiased partner of government RC represents interests of all agencies to government RCO encourages adaptive programming and innovation to meet changing context	Participation of RCO in key government fora RCO level of strategic dialogue with government Participation in UN agency events	CMT minutes Government interviews End of year review	
	Efficiency	2	Operational cost reductions been monitored by RC for decision making Programmatic efficiencies been monitored by RCO for decision making	Somewhat Somewhat	UNCT Workplan (Performance assessment framework)	Few measures on operational transaction costs Few measures on programmatic efficiencies
	Sustainability	3	RC established strong “coordinated” and adaptable organization RCO encouraged vision towards partnerships and exit strategies RC has focused on capacity building of own staff RC raises funds to One-UN fund	Yes Somewhat Yes Somewhat	Performance Framework	Some key strategic partnerships and strategy for exiting projects still in progress Fundraising demands > supply
One Voice	Effectiveness	3	DaO communication strategy contributes to programmatic results DaO communications more effective than agency-by-agency	Yes Yes	End of year reports Communication task force reports	Still some who are not familiar with DaO

Issues	Sub-issues	Status	Criteria for Assessment	Measure of Criteria	Source of data	Comments on Score
			strategy Effective Branding of One UN	Somewhat		
	Relevance	4	Communication strategy of DaO useful for government Communication strategy integrated government needs	Yes Yes	Communications task force minutes/reports	
	Efficiency	4	UN agencies achieved greater outreach with less cost	Yes	Comm. Reports to CMT	
	Sustainability	4	internal and external communications helped to ensure the UN's role is known and shared Capacity building of national communications carried out	Yes Yes	CMT minutes Internet site hits Intranet site usage UN Survey	

Appendix VIII Evaluation Matrix

Issue	Major Evaluation Questions	Sub-Questions	Indicators	Sources of Data
Effectiveness	Has the DaO process led to improved effectiveness of UN programming and support to the Government of Rwanda?	<p>Has DaO encouraged a more results-focused programming environment?</p> <p>Has the DaO process led to improved relationships between the national government and the UN agencies?</p> <p>To what extent has the one programme generated positive synergies and value-added beyond the individual interventions to increase effectiveness?</p> <p>Are there any different modalities of activity in relation to DaO in comparison to prior individual strategies?</p> <p>What instances if any can be shown to illustrate that DaO in Rwanda has generated any increased support from other partners or donors through leveraging of ideas or scaling up of pilots?</p> <p>Has the DaO process progressed in the level of inclusiveness among UN agencies, on one hand, and national institutions, on the other and if so, how?</p> <p>To what extent has the one budget resulted in a more effective allocation and use of funds to the one programme components?</p> <p>In relation to upstream versus downstream support to Government, is there any evidence of differences in influence between prior individual strategies and the collective DaO?</p>	<p>Reporting on outcomes rather than outputs</p> <p>Level of satisfaction with programming implementation</p> <p># of collaborations with private sector, media, or civil society; # of pilots shared, # of joint programmes created</p> <p># of joint interventions; # of joint programmes;</p> <p># of donors interested in DaO; level of support for UN initiated activities</p> <p>Change in # of joint proposals; Change in participation in joint activities, events, M&E</p> <p>Perception of reduction in duplication</p> <p>Support to capacity building; support to upstream policy development; # of sector</p>	<p>Documentary review</p> <p>Interviews/ group sessions with government partners</p> <p>Interviews with UN staff members</p> <p>Interviews with donors, HQ and civil society</p>

Issue	Major Evaluation Questions	Sub-Questions	Indicators	Sources of Data
		What is the level of satisfaction of the government/partners? How does it compare to before?	strategies with DaO support Level of understanding of DaO; perception of satisfaction	
	Has DaO led to improved effectiveness of UN systems and processes to be a better partner to the Government of Rwanda	Is the UN RC leadership perceived as more effective than previous arrangements? To what extent has the UN RC, as One Leader, been able to exercise enhanced authority, responsibility and accountability? Is the firewall between UN RC and UNDP working? Has the configuration of the One Budget/One Fund progressed and how? How does DaO support development of joint programmes – Does one UN agency have more influence than the others? How is it reflected in the relations among the agencies? How has DaO encouraged more effective monitoring, including joint missions and data systems? To what extent does one communication strategy support a more effective role and contribution of the UN system in the country?	Role of RC with GoR; RC interventions and reach with international community; key messages in support of Human Rights in Rwanda RC office joint products; RC office messages and key interventions; clarity on UNCT decision making Perception on role of RC by other agencies TOR for PPOC and # of joint programmes; joint interventions and use of joint funds; Division of labour in UN; perception of role of agencies in DaO # of monitoring tools; Key Performance Indicators from HQ, Regional office or RC (Are there any benchmarks with which to measure UN effectiveness in Rwanda and the effectiveness of DaO) Perception of communication messages by UN agencies and GoR;	Documentary review Interviews/ group sessions with government partners Interviews with UN staff members Interviews with donors, HQ and civil society

Issue	Major Evaluation Questions	Sub-Questions	Indicators	Sources of Data
		<p>Is the UN speaking with One Voice in a coherent way and is that one voice manifest in the one programme"?</p> <p>How have regional offices or HQs supported DaO</p> <p>What policies have been put into place at HQ to strengthen decision making at UN country level</p> <p>Is there any internal coordination at UN of how HQ communicates with the DaO?</p>	<p>clarity of Communication Group decision making;</p> <p># of HQ policies in place; # of HQ or RO missions; # of trainings or capacity building exercises; # of new systems</p> <p>Minutes of UNCT; clarity of decision making (unanimity, consensus etc)</p>	
Relevance	To what extent does DaO respond to national priorities of EDPRS and Vision 2020?	<p>What is the degree of alignment between DaO priorities and the government priorities?</p> <p>How has the UN responded or adapted to any changed in Rwanda? (decentralization, cross cutting issues)</p> <p>How clear is the strategic intent (theory of change) of the UNDAF and COD?</p> <p>Is DaO equally relevant across UN agencies to national priorities?</p> <p>What evidence is there that the DaO partners have aligned their internal priorities and workings and enhanced coherence to overall DaO objectives?</p> <p>Is the leadership of the UN RC the most suitable way to represent the depth and breadth of the UN system?</p> <p>What do the partners/donors/civil society see as the primary benefit of DaO?</p>	<p>Coherence of UNDAF and COD with EDPRS; coherence of budget with EDPRS priority areas</p> <p>Coherence of Consolidated annual plan (CAP) with new priorities. Flexibility of use of One-UN funds for new initiatives;</p> <p>UN agency satisfaction with achieving its mandate in DaO</p> <p># of adjustments made to align with DaO objectives; evidence of harmonization.</p> <p>Satisfaction with DaO leadership; relevance of UNCT meetings and UN leader interaction towards</p>	<p>Documentary review – COD, UNDAF and EDPRS</p> <p>Interviews/ group sessions with government partners</p> <p>Interviews with UN staff members</p> <p>Interviews with donors, HQ and civil society</p>

Issue	Major Evaluation Questions	Sub-Questions	Indicators	Sources of Data
			meeting EDPRS Perception of DaO by stakeholders/government/donors in terms of relevant programming.	
Efficiency	To what extent has DaO been successful in reducing management demands and associated transaction costs	<p>Change and lessons learned in Demands on government time due to DaO</p> <p>Change and lessons learned on demands for government reporting due to DaO</p> <p>Change and lessons learned on demands on other government resources through missions and meetings due to DaO</p> <p>Has the DaO resulted in reduced transaction costs overall?</p> <p>If so to what degree and in relation to what types of interactions?</p> <p>Has it reduced the use of bilateral discussions between individual DaO parts and UN?</p> <p>Has the present DaO planning and reporting cycle reduced costs?</p> <p>Has it been timely in its roll out? (degree of delay, if any, and the causes thereto)</p> <p>Is there any evidence of blockages, or overlap and duplication in the DaO planning , decision-making or reporting and review paradigms with respect to UN?</p> <p>How has government supported HACT and common use of the FACE form</p> <p>What are the key obstacles or challenges to greater efficiency within DaO system</p> <p>Do you have any examples of synergies or partnerships stemming from DaO?</p>	<p>Change in # of meetings, bilateral missions etc.</p> <p># of reports required by government; # of separate structures still in place between agency and government; # of ministries involved in reporting</p> <p>Overall perception of transaction costs since 2008; How much time spent per week working on joint programming</p> <p>Areas with greatest scope for reduction</p> <p># of bilateral meeting held with government/line ministry</p> <p>Clarity in DaO timeline; key messages to government on planning</p> <p># of HACT trainings; time spent on approving transactions; support outside Ex-Com agencies</p>	<p>Documentary review</p> <p>Interviews/ group sessions with government partners</p> <p>Interviews with UN staff members</p> <p>Interviews with donors, HQ and civil society</p>
	How efficient and / or effective has the division of labour been among UN agencies	<p>What is the nature of the division of labour among DaO partners?</p> <p>How are internal processes and systems working towards</p>	<p>UNCT decisions; OMT minutes and decisions, # of thematic group meetings; key performance indicators</p>	<p>Documentary review</p> <p>Interviews/ group sessions</p>

Issue	Major Evaluation Questions	Sub-Questions	Indicators	Sources of Data
		reducing transaction costs within the UN What potential exists for greater efficiencies in DaO Rwanda?	on efficiency	with government partners Interviews with UN staff members Interviews with donors, HQ and civil society
Sustainability	How does DaO assure sustainability with government	To what extent has the one programme been integrated into government systems to ensure ownership and sustainability of capacities developed/strengthened or results achieved? What mechanisms are in place for capacity building in Rwanda Since DaO, what activities previously carried out by UN are now carried out by government How does UN plan capacity building activities with government – and how are priorities set? how have RBM activities been mainstreamed with government what new donors have joined UN DaO – how has DaO been supported by DPCG	# of government capacity building activities; # of activities handed-over to government;	Documentary review Interviews/ group sessions with government partners Interviews with UN staff members Interviews with donors, HQ and civil society
	How does DaO assure internal sustainability	What policies and procedures are in place to build a common understanding of DaO within UN and with government partners How does the UN instil a common culture in its offices What are the bottlenecks to greater sustainability?		

Appendix IX List of People Met

NAME	POSITION	ORGANIZATION
Addico, Gifty	Policy Advisor	UNFPA
Agbenonci, Aurélien	UN Resident Coordinator, UNDP Resident Representative	Resident Coordinator Office
Armon, Jeremy	Senior governance advisor	DFID Rwanda
Backéus, Karl	Economic Advisor	SIDA
Baingana, Anette	OMT	UNFPA
Balde, Aboulaye	Representative	WFP
Balepa, Elisabeth	Representative	FAO
Binagwaho, Agnes	Permanent secretary	Ministry of Health
Bragante, Daya	Economic Affairs Officer	UNECA
Brostrom, Molly	Education advisor	USAID Rwanda
Carriere, Elizabeth	Head of office	DFID Rwanda
Cisse, Birane	Economic Affairs Officer	UNECA
Davis, Janean E.	Deputy Health Team Leader	USAID Rwanda
De Clercq, Dick	1 st Secretary Health	Ambassade de Belgique
Diabate, Amata Sangho	Country Director	UNDP
Donatha, Gihana		FAWE Rwanda
Ekberg, Hillevi	Communication Advisor	Resident Coordinator Office
Fall, Cheikh	IPO Deputy Representative	UNFPA Rwanda
Foumbi, Joseph	Representative	UNICEF
Grandjean, Martin	Program Assistant	FAO
Guay, Karolina	Second Secretary	Office of the Canadian High Commission
Guiebo, Joseph	Senior Human Settlements Advisor	UN-HABITAT
Gulavic, Margaret	M&E Advisor	UNDP
Haba, Sharon	Permanent Secretary	Ministry of Education
Hakizinka, Ida		Global Fund
Hategeka, Emmanuel	Permanent secretary	Ministry of Trade and Industry
Hustins, Todd	Consultant	UN RCO
Jack, A.D.	Representative	WHO
Jeltsch, Urs	Program analyst	UN-HABITAT
Kabakeza, Joseph	DG Bilateral and Multilateral Cooperation	MINAFFET
Kalisa, Edward	Permanent secretary	Ministry of Youth

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NAME	POSITION	ORGANIZATION
Kamashazi, Donnah	Representative	UNIFEM
Kampeta, Sayinzoga	PS	MINECOFIN
Killmeyer-Oleche, Adot	Senior Policy Advisor	Office of the Resident Coordinator
Kokanura, Nora	UN Gender task force coordinator	UNIFEM
Kristensen, Ulrik	Regional Portfolio Specialist	UNCDF
Lambers, Paul	Financial Management Advisor	MINIJUST
Ladipo, Omowunmi (Mimi)	Country Manager	World Bank
Mbaye, Amadou Moctar	Country Coordinator	UNAIDS
Munyakyanza, Eugene	Permanent Secretary	Ministry of Foreign Affairs
Munyamaliza, Edouard	Development officer	Office of the Canadian High Commission
Muita, Jane	Deputy Representative	UNICEF
Musemakweli, John	Environment Head of Unit	UNDP
Mutamba, John	Program manager	UNIFEM
Mutebwa, Alfred	Project coordinator	PDCRE
Muzirankoni, Doreen	Counsellor – Governance	DFID
Naab, Matthias	Governance advisor	UNDP
Ndagijimana, Gaspard	Counsellor, Regional affairs	Netherlands Embassy
Nsengiyumva, Francis	Coordinator Technical Secretariat	MINECOFIN
Ntukanyagwe, Aimable	Country programme Officer	IFAD
Nyabienda, Laurien		ARBEF (NGO)
Nyekan, Annette R.	Representative	UNHCR-Rwanda
Ofwono, Diane	Regional director	UNIFEM
Okmini-Mthethwa, Rodwa	Social Policy Specialist	UNICEF
Oppewal, Jolke	Head of aid	Netherlands Cooperation Office
Ouédraogo, Jean de Matha	Country director	SNV Rwanda
Pacifique, Ruty	M&E Specialist	UNICEF
Pedro, Antonio M.A.	Director	UNECA
Pegurri, Elisabetta	Monitoring and evaluation advisor	UNAIDS
Polatajko, Tony	Deputy Head- Programmes	DFID
Reisle, Markus	Deputy Country Director	Swiss Cooperation Office
Rutagyengwa, Charles	National Project Coordinator	UNIDO
Ruturwa, Dieudonné H.	Social Mobilization Advisor	UNAIDS
Ruzindaza, Ernest	Permanent Secretary	Ministry of Agriculture
Rwendeye, Maxime	GBV Coordinator	UNIFEM
Rwibasira, Eugène	Spokesperson	Rwanda Civil Society Platform
Saano, Peter	Senior program analyst	WFP

NAME	POSITION	ORGANIZATION
Seagrave, Carl	Supervisory Program Officer	USAID Rwanda
Shingiro, Christian	Head Governance	UNDP
Sobela, François		WHO
Thiam, Samba Harouna	Programme Officer	UNEP Regional Office for Africa
Marie-Françoise Umulinga	Program Analyst Democratic Governance	UNDP
Vanden Broeke, Simon	Head of Section Economics & Governance	European Union
Weber, Karen	Program analyst	UNFPA
Winter, Michaela	Coordination Officer	RCO
Wussin, Janvier	Deputy Country Director/operations	UNDP
Yankulije, Donatille		ARBEF (NGO)
Zedlitz, Hans von	M&E Advisor to MINALOC	UNDP

Groups and Teams Met:

OMT

PPOC

Health Theme Group

Governance Theme Group

M&E Task Force

Gender Task Force

Human Rights Task Force

List of Field Visits Conducted

- Financial support to refugee children and youth to equip them with school fees, scholastic materials, uniform and other essential materials
- Accelerating achievement of MDG 4 & 5, through the RapidSMS technology for tracking Maternal and Newborn life cycles at community level.(joint intervention of UNICEF, WHO and UNFPA)
- UNDAF Result 5: Social protection, output 2.4.: S2040401 organise and support study tour in-country and abroad for the District/sector authorities to get practical experience and share knowledge of good practices and lessons learnt from assisted project implementation and management
- UNDAF Result 3: Education, output 2.4. : Implementation of school garden development in 12 VUP. Training (teachers, parents, students, community) on gardening, breeding, nutrition and management of water resources. (FAO, WFP, District, NGO's
- UNDAF Result 4: Environment , output xx.Project 00060880" National Environment Youth" in 17 Districts
- UNDAF Result 1: GOVERNANCE, output 2.1., activity 2.1.3.2 : Donor support to roll out Of 2008 OECD-DAC Survey on Monitoring the Paris Declaration
- UNDAF Result 3: Education, output 1.3. Responding to Government emerging priorities (MDG2&3): Accelerating the implementation of Nine Year Basic Education Policy

People Met during Field Visits

NAME	POSITION	ORGANIZATION
ABIYINGOMA, François	Programme officer	UNHCR Kigali
BUCAKARA, David	National coordinator of the Project	National Youth Environment Project/REMA
GASHUGI, Innocent	In charge of sports, youth and culture	Muhanga District, South Province
HABIMANA, Warren	Ag. Director of School Construction	Ministry of Education
HABINCUTI, Modeste	Supervisor of Community Health Worker	MUSANZE District , North Province
IYAMUREMYE, Evariste	Principal of Tunda Primary school	Kamabuye Sector, in BUGESERA District
JARDON, Isabelle	Animal production specialist	FAO
KARAKE, John	Ruhengeri Hospital coordinator of Rapid SMS project	District Level
KAREGEYA, Aloys	Vice-Chair	Cooperative MCAC(Muyumbu Coffee Agriculture Cooperative)
KAYIRANGA, Didace	National Programme Officer	WFP
MIHANDA, James	Principal of BIHARABUGA Primary school	KAMABUYE Sector in BUGESERA District
MUKANDORI, Adele	Community Health Worker	MUSANZE District , North Province
MULINDAHABI, Diogene	Coordinator for the Support to Skills Development in Science and Technology Project and Former	Ministry of Education

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NAME	POSITION	ORGANIZATION
	Director of School Construction	
MUNYABUGINGO, Augustin	UNHCR Gicumbi field officer	GICUMBI District, North Province
MURANGWA, Festus	Teacher at Tunda Primary school	Kamabuye Sector, in BUGESERA District
MUYENGEZA, Jean de Dieu	Executive secretary	KAMABUYE Sector in BUGESERA District
NDAYISABA, Aimable	Executive Secretary of Rugendabari	Muhanga District, Southen Province
NGABONZIZA, Prime	Head of soil and water management Unit	RADA, MINAGRI
NGERAGEZE, Thomas	Chairperson	Cooperative MCAC(Muyumbu Coffee Agriculture Cooperative)
NSHIMYIMANA, Theophile	Head Master	GICUMBI District, in the North Province
NSHIMYUMUKIZA, Wellars	Agronome	Rugendabari Sector Muhanga District, South Province
NTAKIRUTIMANA, Jean Baptiste	School feeding programme officer	WFP
NYAMPETA, Ladislas	Coordinateur du Projet Jardin scolaire	FAO
NYIRANSABIMANA, Belancie	Community Health Worker	MUSANZE District , North Province
NZAMUKOSHA, Charlotte	In charge of production	Cooperative MCAC(Muyumbu Coffee Agriculture Cooperative)
RUBAYIZA, Juvenal	Project manager of school feeding, nutrition and HIV/AIDS Project	Plan Rwanda
RUGAZA, Laurent	Data manager	Muhoza Health center, MUSANZE District , North Province
RUSAGARA, Dereck	Specialist in charge of Aid Information Management Systems	MINECOFIN
SAFARI, Emmanuel	Head of Kigali sub-office	WFP
60 youth	Direct Beneficiaries	Rugendabari Sector,
13 girls students from Gihembe Refugee's Camp	Cyuru secondary school	GICUMBI District, in the North Province

People Met during Inception Report Validation Workshop

NAME	POSITION	ORGANIZATION
AYEBARE, Crispus	Social Protection in Charge of M&E	MINALOC
BAZIGA, Gervais	DAF	MINISANTE
CHIARUCCI, Silvia	Quality Assurance Specialist	UNICEF
DROOGEVBROECK, Ivan Van	Advisor M&E	MINIJUST
GAKUNZI, Sebaziga	Dir. Planning and Coordination	CNLS
GULAVIC, Margaret	M&E Advisor	UNDP
HITIMANA, Regis	MINISANTE	Planning ,M&E
INGABIRE, Clarisse	Planning Budgeting	MINAGRI
INGABIRE, Marie-Claire	Parliamentarian	FFRP
IZABIRIZA, Beninya	Profemmes Twese Hamwe	National Executive Secretary
KARUSISI, Diane	Advisor to DG	NISR
KAYOMBYA, Claire	DAF	CNF
KAYUMBA, Deogratian	Vice-Chairperson	NCHR
KILLMEYER-OLECHE, Adot	Senior Policy Advisor	RCO
MATABARO, Alexis	Privatization specialist	RDB
LOWE, Alexandra	Economist	MINAGRI
MICO, Patrick	Gender Expert	GMO
MUKANEZA, Xaverine	Coordinator of Planning	MINIJUST
MUKAYIRANGA, Solange	Upper Secondary Expert	MINEDUC
MURASI, Innocente	Local economic development Expert	RALGA
MURITA, Jane	Deputy Rep.	UNICEF
MUSHABE, Aimable	Bilateral Lap Expert	MINADEP
MUSIIME, James	Decentralization M&E Facilitator	MINALOC
MUZIRANKONI, Doreen	Governance Advisor	UK/DFID
NKUSI, Ronald	Coordinator FRMU	MINECOFIN
NIELSEN, Linn Borgen	Policy Advisor	FAO
NIYONZIMA, Theoneste	ECD Expert	MINEDUC
NYIRAMADILIDA, Fortune	Parliamentarian	FFRP
NZIZERA, Jean-Pierre	SWAp communication officer	MINISANTE
OFWONO, Dinae	Regional Director	UNIFEM
OSODO, Patrick	Programmes manager	NPA
POLATAJKO, Tony	Deputy Head (Programmes)	DFID
RINDIRO, J.Chrysostome	Budget Manager	Parliament/ Chamber of Deputies
RUKUNDO, Ejidia	Gender Cluster Coordinator	MIGEPROF
RUSANGA, Dieudonne	Project coordinator	Parliament
SABITI, Fred	Project Coordinator	REMA
UWIMPUHWE, Sidonie	EDPRS/HIV Expert	CNLS

Appendix X Terms of Reference

Terms of Reference (TOR) – RFP -34908-2010-005

Request for Proposal for conducting the Country-Led Evaluation of the Delivering as One (DaO) Programme in Rwanda

BACKGROUND

United Nations Reform:

In the Outcome document adopted at the 2005 World Summit in New York, global leaders called for stronger system-wide coherence across the various development-related agencies, funds and programmes of the United Nations (UN). In addition to supporting ongoing reforms aimed at building a more effective and coherent UN country presence, the document invited the Secretary-General to "... strengthen the management and coordination of the UN operational activities". The UN was also asked to maximize its contribution to achieving internationally agreed development goals, including the Millennium Development Goals (MDGs) and the need for proposals for "more tightly managed entities" in the field of development, humanitarian assistance and the environment was also stressed.

Consequently, the Secretary-General established a High-level Panel to explore how the UN system could work more coherently and effectively across the world in the areas of development, humanitarian assistance and the environment. At country level, the report of the panel noted that:

"To bring about real progress towards the MDGS and other internationally agreed development goals, we believe that the UN system needs to deliver as one at the country level. To focus on outcomes and improve its effectiveness, the UN should accelerate and deepen reforms to establish unified country teams with 'one leader', 'one programme', 'one budgetary framework' and, where appropriate, 'one office'. To deliver as one, the United Nations Country Teams (UNCT) should also have an integrated capacity to provide a coherent approach to cross-cutting issues, including sustainable development, gender equality and human rights".

The report outlined a set of recommendations based on five strategic directions:

- Ensure coherence and consolidation of UN activities, in line with the principle of country ownership, at all levels (country, regional, headquarters);
- Establish appropriate governance, managerial and funding mechanisms to empower and support consolidation, and link the performance and results of UN organizations to their funding;
- Overhaul business practices of the UN system to ensure a focus on outcomes, responsiveness to needs and the delivery of results as measured in advancing the MDGs;
- Ensure significant further opportunities for consolidation and effective delivery of "One UN" through an in-depth review; and
- Undertake urgent but well-planned implementation for permanent and effective change.

It was also recommended that "the UN should deliver as one by establishing, by 2007, five One Country Programmes as pilots. Subject to continuous assessment, demonstrated effectiveness and proven results, these should be expanded to 20 One Country Programmes by 2009, 40 by 2010 and all other appropriate country programmes by 2012". By February 2007, 8 countries had volunteered to participate in the pilot. The key objective of piloting the programme was to improve its impact, coherence and efficiency as well as generate lessons for the future.

UN Reform in Rwanda

The Government of Rwanda (GoR) was among the first to request to be included in the pilot countries for Delivering as One (DaO) where the ‘One UN’ models (‘One Office’, ‘One Programme’, ‘One Leader’, ‘One Budgetary Framework’) would be tried. The pilot helped to position the UN System in Rwanda to support the country meet the MDGs and guide it towards the fulfillment of the Vision 2020. Instead of being “funding-driven”, the UN is now “results-driven”.

A ‘One UN’ consultation workshop was held in February 2007 involving the UNCT, the GoR and other development partners. The meeting agreed to push for better alignment of UN programmes with national priorities. Thus, the second UNDAF 2008-2012 is based on and aligned with the Economic Development and Poverty Reduction Strategy (EDPRS).

A Steering Committee chaired by the Minister of Finance and Economic Planning (MINECOFIN) was set up to guide the implementation of the ‘One UN’ in Rwanda. The committee is comprised of the EC, Germany Cooperation, UNICEF, WFP, FAO, UNDP, WHO, Ministry of Foreign Affairs, the Ministry of Local Government, the Ministry of Education and MINECOFIN. The Common Operational Document (COD), signed on 20 November 2007, provides the full details on the implementation of the UNDAF Results, covering the Code of Conduct, management mechanisms as well as the monitoring and evaluation system.

Delivering as One implementation in Rwanda

The implementation of the One UN Programme began in January 2008. All agencies defined activities jointly and in close collaboration with the GoR. The One UN Programme is organized around five strategic results, identified by the UN Country Team the Government and other development Partners, as areas where the UN in Rwanda has the comparative advantage and the capacity to deliver in an effective and efficient manner. The programming period (2008-2012) was established to coincide with the duration of the EDPRS.

The five UNDAF Results are outlined in the COD as follows:

- Good governance enhanced and sustained;
- The mortality due to child and maternal morbidity; the incidence and impact of HIV and AIDS and other major epidemics are reduced, and the growth of the population slowed down;
- All children in Rwanda acquire a quality basic education and skills for a knowledge-based economy;
- Management of the environment, natural resources and land is improved in a sustainable way; and
- The Rwanda population benefits from economic growth and is less vulnerable to social and economic shocks.

Each UNDAF Result is expected to be produced by targeting specific outcomes. Thus, the following outcomes were identified:

UNDAF Result 1 – Good Governance

- 1) Rule of law
- 2) Decentralization, accountability and transparency
- 3) Participation in democratic governance
- 4) Gender equality
- 5) Evidence-based policy making

UNDAF Result 2 – Health, Population, HIV/AIDS and Nutrition

This result was divided into two to enable a focused UN-system response:

HIV/AIDS	Health
1. Coordination, planning, M&E and partnership	1. Effective health system
2. Prevention of HIV	2. Health practices
3. Mitigation against AIDS	3. Disease control & epidemic prevention

UNDAF Result 3 – Education

- 1) Increased enrolment
- 2) Increased retention
- 3) Life-long learning achieved
- 4) Effective education management system

UNDAF Result 4 – Environment

- 1) Effective enabling policy framework
- 2) Restoration and protection
- 3) Utilization of natural resources

UNDAF Result 5 – Sustainable Growth and Social Protection

Cross cutting issues were identified as specific drivers within the UN Country Team development work. These were to be mainstreamed into all planning processes or actions undertaken by any UN Agency. Based on the EDPRS cross cutting issues; Gender, environment, social inclusion and HIV /AIDS, UN programming has integrated the issues either as UNDAF results or as country programme outcomes. A Human Rights based approach to programming was recognized and adopted by the UN at all levels. The cross-cutting issues are addressed through targeted operational support through the Task Forces: Gender, Human Rights, Disaster Management and Planning, Monitoring and Evaluation.

The One UN Programme ensures that UN Agencies in Rwanda are better aligned and more coherent in their support to the Government of Rwanda in the achievement of the EDPRS, Vision 2020 and the MDGs. The preparatory processes of the UNDAF and development of the COD supported the development of strong partnerships, increased networking among stakeholders and increased collaboration among UN Agencies, Government and Development Partners.

During the first year of implementation, the UNCT disbursed close to US\$80 million, of which US\$8.2 million was provided by donors at country level through the One UN Fund (DFID, Sida, Norway and Spain via the MDG Achievement Fund). The rest was provided through the core resources from the UN Headquarters and other Vertical Funds (thematic trust funds, UNICEF National Committee, Friends of UNFPA, etc.). In 2009, the programme planned to disburse US\$ 4.46 million, with additional funding from the Expanded Delivering As One Funding Window amounting to US\$ 17.219 million, bringing the total to US\$ 21.679 million.

An “evaluability assessment” conducted in February 2008 suggested that country level evaluations be conducted regularly to: assess progress made against the planned strategic results; record achievements; identify areas for improvement and remaining challenges; and distil lessons to inform decision-making at the national and inter-governmental levels.

Evaluation Process for Delivering as One

The UN Evaluation Group (UNEG) outlined a three-stage process for evaluating the DaO pilots as follows:

- 1) Assessment of the “evaluability” of DaO, to provide the basis for the second and third stages. This was conducted by the UN Development Group and completed in March 2008;
- 2) A country self evaluation of the DaO;
- 3) An independent evaluation of the results and impacts of the pilots.

The current country-led evaluation is the second stage of the evaluation process.

PURPOSE AND OBJECTIVES OF THE EVALUATION

The evaluation intends to inform decision makers on how to enhance the role and contribution of the UN system in support of national policies and strategies to achieve national development results, specifically towards the achievement of EDPRS targets and Vision 2020 goals. Within this context, the evaluation will also assess the progress made against the strategic intent of the DaO and identify areas for improvements and remaining challenges. The evaluation will provide evidence on the relevance, effectiveness, efficiency and sustainability of the DaO in Rwanda. The evaluation criteria are defined as follows;

- 1) Relevance: responsiveness to the needs and priorities of the countries
- 2) Effectiveness: progress towards the achievement of development results and implementation of better processes to achieve those results
- 3) Efficiency: reduction of transaction cost for countries and the UN in comparison to previous arrangements
- 4) Sustainability: the probability of benefits to continue over time

The specific objectives of the evaluation are to:

- Assess overall progress in alignment of the DaO to Rwanda’s development agenda specifically the EDPRS and the Vision 2020, as well as cross-cutting issues including gender equality and human rights;
- Determine progress made against achieving the strategic intent of DaO, and assess to what extent the UN work under the DaO is perceived as relevant, coherent and effective;
- Assess overall implementation of the “One Programme”, “One Budgetary Framework”, “One Leader”, “One Office”, “One Voice” and document best practices as well as challenges;
- Assess the effectiveness of other DaO managing bodies (Steering Committee, Thematic Groups, UNCT, etc.) and identify key lessons learnt and recommendations;
- Assess harmonization and alignment of the One UN programme with the Paris Declaration principles, which forms the basis of national aid coordination and management and aims at improving the overall effectiveness of development cooperation in Rwanda;
- Assess DaO partnerships with other key stakeholders including; the Civil Society Organizations and the private sector; and
- Assess the predictability and effectiveness of financial resources mobilized through the One UN budget framework and their alignment to GoR systems.

SCOPE AND FOCUS OF THE EVALUATION

The evaluation will focus on the three key areas of the DaO programme:

- response to the national development objectives;
- creating a coherent and results-oriented strategy; and
- facilitating joint programmes.

Its scope will cover the period 2006-2009, focusing on implementation of the Common Operational Document from January 2008 to December 2009 as compared to UN programmes implementation from 2006 to 2007. To achieve this, the evaluation will try to respond to the following critical questions:

- Is the DaO effectively responding to the development priorities of Rwanda outlined in the national programming frameworks?
- Are the five main areas of creating coherent and results-oriented programmes: “One Programme”; “One Budgetary Framework”; “One Leader”; “One Office” and “One voice” being achieved? Each of these areas will be assessed for relevance, effectiveness, efficiency using the detailed Evaluation Framework given in Annex 1:
 - One Programme: progress made in establishing joint programming and a single, common programme instead of a collection of the individual UN agency-specific programmes.
 - One Budgetary Framework: the extent to which the administrative systems in place have been able to achieve a common financial management system.
 - One Leader: the extent to which the position of Resident Coordinator has enabled a more coherent UN approach to address national development challenges.
 - One Office: the extent to which common support services and shared business units have increased efficiency.
 - One voice: the extent to which one communication strategy has supported a more effective role and contribution of the UN system in Rwanda.
- To what extent has the DaO mechanism facilitated: (i) joint programming across the participating agencies? (ii) Effective programme implementation? (iii) Productive partnerships and synergies? (iv) Capacity building among implementing partners and GoR institutions?
 - Is the DaO enabling the UN in Rwanda to operate in accordance with the Paris Declaration on aid effectiveness’s commitments: ownership, harmonization, alignment; and results and mutual accountability?
 - Have cross cutting sectors (gender and human rights) been fully integrated into the programming framework and are they being taken care of in the implementation?
 - Is the Steering Committee playing its role of guiding the implementation of ‘One UN’?
- Other evaluation questions to be addressed include:
 - What were the national political drivers for the country to become a DaO pilot?
 - What was the UNCT environment and experience of joint work at the time of launching the process?
 - To what extent have the findings and recommendations from the “evaluability assessment” been accepted and implemented?
 - What is the progress made towards mainstreaming the RBM approach in the joint programming?
 - Is there an M&E system that supports effectively the planning, monitoring, reporting and evaluation of the One Plan?
 - Have there been missed opportunities for the DaO process so far and if so, which?

INSTITUTIONAL ARRANGEMENTS FOR THE EVALUATION

Evaluation Management Group

The overall guidance for this evaluation will be provided by the Evaluation Management Group (EMG) with the membership of the government, the UN and donors. It will be chaired by a respected academician to be appointed by the National University of Rwanda (NUR). The EMG will comprise 8 members in addition to the Chair; the other members will be drawn from a cross section of stakeholders in consultation with the EMG Chair. This will assure the independence and credibility of the EMG.

The EMG will design, oversee and manage the evaluation process including the selection of the evaluation team (local or international firm), recruitment of the facilitator of logistics, assuring independence of the evaluation and that the evaluation meets the highest quality standards. The EMG will provide regular feedback to United Nations Evaluation Group (UNEG) which will be providing quality assurance throughout the evaluation process.

The EMG will submit the evaluation report to the Steering Committee for them to approve the proposed management response.

Reference Group

The EMG will identify a larger reference group which will be a consultative body. The EMG will keep the reference group informed throughout the evaluation. The group should consist of stakeholders and interested parties; Government of Rwanda, civil society organisations, private sector, media, academia, international development partners working in the Rwanda and donors. The Group will also comment on the validity of the results.

One UN Steering Committee

The Steering Committee as an oversight institution of the DaO will approve the terms of reference for the evaluation and receive regular updates throughout the key phases of the evaluation process. The committee will also prepare the management response from the three key stakeholder groups; GoR, the UN system and the Development Partners. The Committee will furthermore monitor implementation of approved key recommendations.

UNCT

The UNCT will designate two members to the EMG and appoint a focal point for logistical support from the UN side. The UNCT will also execute payment requests made by the EMG after agreement on the overall evaluation budget.

UNEG

The UNEG will provide quality assurance throughout the evaluation and propose a list of potential international evaluators/ consultants with experience in conducting complex evaluations at international level, in addition to those who may express interest.

METHODOLOGY

The evaluation will be carried out in accordance with UNEG norms and standards and on the basis of OECD/DAC evaluation principles and guidelines, to ensure full compliance with the DAC Evaluation Quality Standards (2006).

The evaluation team will consult with a stakeholder group who include GoR, civil society, and private sector, donors, the UNCT and DOCO among others. The group consists of those who are engaged in the implementation of the DaO approach. They will be asked to provide support to the work of the evaluation team by making available information regarding the UN programmes, projects and activities in Rwanda.

In particular, the UNCT will support the work of the evaluation team in liaising with key partners and other stakeholders, making all necessary information available to the team regarding UN programmes, projects and activities in the country. The UNCT will also be requested to provide additional logistical support to the evaluation team as required in addition to providing a facilitator for the process that will be based in MINECOFIN. The direct cost of the evaluation will be budgeted and managed under the EMG.

The Common Operational Document (COD) will be the document of reference, given that it contains the logical results chain of the One Programme. Progress in implementation will be measured against the indicators contained in the COD, while primary data will be collected through interviews, questionnaires, focus groups, field visits, and direct observation. Key methods proposed include:

- Review of key strategic documents and texts including the EDPRS and the COD;
- Interviews with individuals to capture the perspectives of both the GoR and UNCT, but also Donors and other stakeholders associated with One UN reform. The Evaluation team will use a mix of structured and in-depth interviews. Key informants will include: GoR officials (Ministers, Permanent Secretaries, local government authorities); Project coordinators; Heads of UN Agencies, as well as relevant implementing partners;
- Focus Group interviews with stakeholders will also be held and used for analysis of the UN effectiveness, and to identify perceptions and attitudes;
- Information Systems available at the UN agencies will be used for data collection on procurement, human resource and financial management and disbursement processes;
- Formal Survey through oral interviews or written questionnaires in a representative sample of respondents;
- Interviews with key stakeholders to assess effects of the reform on government and donor transaction costs.

The Evaluation team will develop a data collection work plan with a finalised methodological design.

Secondary data will be collected from the existing information sources through a desk review and triangulation of different existing documents. This phase will be comprised of: (i) review and analysis of relevant documents including the GoR programmatic documents & reports, the UN Rwanda programmatic documents & reports, recent studies and research reports, relevant developmental and social reports, and (ii) critical analysis of available data with regards to the national guiding documents as well as the intended UN inputs to the GoR.

The Evaluation team should acknowledge relevant existing data from the UN agencies; the Resident Coordinator, Office, Ministry of Finance and Economic Planning, programme/project managers of implement agencies, development partners, NGOs, web-based information, NISR and other sources. The evaluation team will be responsible for the content, including findings and recommendations in the final report. All reports including the inception, draft and final, will be produced in the English language.

DELIVERABLES

The consulting team will deliver the following products:

- An inception report outlining the methodological approach, including types of data and information to be collected, tools and strategy for data collection and analysis, definition of key informants and time frame for completing the Evaluation prepared based on these TOR;
- Presentation of preliminary findings at stakeholder workshop;
- Draft Report to be submitted to the EMG for review and comments;
- Final Report.

DISSEMINATION

The draft and final reports will be shared with all key stakeholders. The report will be disseminated to users to distil lessons to inform the decision making process at the national level. Some of the key importance of the report to the key users includes:

One UN Steering Committee: the evaluation of the DaO will highlight weaknesses and strengths in the management of the DaO process and enable the steering committee, as an overseer of the implementation of the DaO to take corrective measures and to reinforce best practices.

GoR: the evaluation findings will provide evidence on whether the UN has been more effective and efficient in response to GoR priorities and needs since the DaO. The results from the evaluation will enable the GoR jointly with the UN to improve the DaO to ensure a more sustainable contribution to poverty reduction and development

UNCT: the findings of the evaluation will be useful for UNCT in understanding how best to reform the UN system in Rwanda, through the DaO to be more responsive to national needs.

Civil Society Organizations (CSOs): the report findings will furthermore provide insight into how the DaO has enabled partnerships with CSOs. In addition, the evaluation will provide lessons learnt for strengthening the effectiveness of the DaO in areas of cross intervention with CSOs including the cross cutting issues of gender and human rights.

TIMELINE FOR THE EVALUATION PROCESS

Key steps for the Evaluation are comprised as follows:

Timeframe (deadline)	Activities / phase
27 January 2010	ToR shared with Steering Committee
2 February 2010	ToR validation
9 February 2010	Contracting process launched
2 March 2010	Contracting process completed
15 March 2010	Inception Report (workshop with key stakeholders)
16 March 2010	Data collection and analysis
16 April 2010	Preliminary findings workshop (same stakeholders as previously)
28 April 2010	First draft (to be discussed for amendments)
12 May, 2010	Final report

EXPERTISE AND QUALIFICATIONS OF EVALUATION TEAM

General considerations

- The selected firm and/or consultants should have experience in conducting international development/humanitarian agency evaluations and will be recruited through an international tendering process. The selected firm, if international should demonstrate how they will work with local consultants in conducting the evaluation.
- The members of the evaluation team will be independent from the UN agencies and organisations that participated in the design and implementation of the evaluated intervention. The evaluation team should be independent of the One UN process and should not have any conflicting interests. The team will be a multi-disciplinary team and will be expected to bring different types of expertise and experience to the team with one member having substantial experience in UN reform and substantial knowledge and understanding of the development context in Rwanda.
- The team should include national experts as they have a better understanding of the Rwanda development context and can enhance national ownership of the evaluation findings. This will also build professional capacities in the country and increase the potential for recommendations to be implemented.
- The Evaluation team must commit itself to the Code of Conduct for Evaluation to promote trust and confidence in evaluation. The team should produce high quality evaluations guided by professional standards and ethical and moral principles.
- The evaluation team will be responsible for data collection and analyses and for the evaluation report, including the formulation of value judgements and the drafting of conclusions and recommendations. The Evaluation team will interact with the Evaluation Management Group and provide the EMG with the evaluation services as stipulated in the contract.

Competencies for the Evaluation Team

Technical and Analytical Skills

- Experience in planning and managing complex development/humanitarian agency evaluations;
- Experience in management of technical programmes especially those covered by the MDGs;
- Design, data collection and analysis, reporting follow up and dissemination;
- Ability to address the cross-cutting thematic issues of gender and human rights;
- Adequate understanding of Rwanda's social, political and economic context and environment;
- Knowledge of the UN system and of results-based management;
- Interpersonal skills: Communication, cultural sensitivity, negotiation and facilitation skills

Education background

- An advanced university degree or equivalent in social sciences, project/programme management or other relevant disciplines, with specialized training in areas such as evaluation, social statistics, advanced statistical research and analysis;
- Relevant professional experience in the design and management of evaluation processes, including multiple stakeholders, survey design and implementation;
- The Evaluation team should have evaluation skills particularly the ability to formulate value judgements, to draw up conclusions and recommendations and to draft synthesis;
- The evaluation team should have mastery of data collection and analysis tools.

Core Competencies of the Team Leader

- The Evaluation Team Leader must have proven competencies in the management of an evaluation function and in the conduct of development evaluation studies;
- Very strong organisation, dialogue and coordination skills particularly at the policy level;
- Must be well versed in evaluation quantitative and qualitative data collection and analysis tools, techniques and approaches;
- Must be able to produce credible and compelling evaluation reports, with evidence-based findings and recommendations;
- Must possess proven managerial skills for management of the evaluation process, planning, setting standards and monitoring, team management and providing leadership;
- Ability for strategic and global thinking;
- Ability to bring together diverse stakeholders;
- Language proficiency in English and French.

PAYMENT MODALITIES AND ADMINISTRATIVE ARRANGEMENTS

The assignment is expected to be completed within a period of 3 to 4 months. The selected consulting firm and/or consultants will be paid an all-inclusive lump sum fee which includes the honoraria for local consultants, fees for data collection and data processing, fees for administrative support and products). The consultancy firm and/or consultants will also be responsible for all travel costs (if necessary, these may include flights to and from Kigali, DSA, local transportation) will be expected to provide working equipment for the evaluation team. A comprehensive detailed budget will be submitted by the Consulting firm.

Stage	Contract Payment
Inception report	30%
Launch of data collection	30%
Presentation of approved final report	40%

The UN Rwanda will provide support in engaging a facilitator for the evaluation team and the EMG. MINECOFIN will provide the working space, access to internet and facilitate contacts with key stakeholders as appropriate.

REFERENCE DOCUMENTS

Suggested key documents include the following:

- 1) Republic of Rwanda, Rwanda Vision 2020
- 2) Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2008 – 2012), September 2007
- 3) Republic of Rwanda, Annual Report on the implementation of the Economic Development and Poverty Reduction Strategy (EDPRS) – 2008
- 4) Republic of Rwanda, Education Sector Strategic Plan (2006-2010), Ministry of Education, 2006
- 5) Republic of Rwanda, Health Sector Strategic Plan (July 2009 – June 2012), July 2009
- 6) Republic of Rwanda, Rwanda Aid Policy, 2006
- 7) United Nations Rwanda, One UN 'Delivering As One' in Rwanda Concept Paper, April 2007

- 8) United Nations Rwanda, UNDAF 2008-2012
- 9) United Nations Rwanda, One UN Programme Rwanda, Common Operational Document (2008-2012)
- 10) United Nations Rwanda, Communication Strategy (2007-2008), 2007
- 11) Consolidated Annual Work Plan (CAP) 2008
- 12) United Nations Evaluation Group (UNEG), Evaluability Assessment of Delivering as One Pilots Draft Evaluability Assessment Report on Rwanda, March 2008
- 13) United Nations Rwanda, End of Year Report of the One UN Programme 2008,
- 14) United Nations Rwanda, Stocktaking report 2008 for Delivering as One in Rwanda
- 15) Consolidated Annual Work Plan (CAP) 2009

LIST OF UN AGENCIES IN RWANDA

Resident Agencies

UNDP United Nations Development Programme
UNAIDS United Nations Joint Programme on HIV/AIDS
UNICEF United Nations Children's Fund
UNFPA United Nations Populations Fund
FAO Food and Agriculture Organisation
UNIFEM United Nations Development Fund for Women
WFP World Food Programme
UNHCR United Nations High Commissioner for the Refugees

Non-Resident Agencies

UNESCO United Nations
ILO International Labour Organisation
UNEP United Nations Environmental Programme
IFAD International Fund for Agricultural Development
UNECA United Nations Economic Commission for Africa
OHCHR Office of the High Commissioner for Human Rights
UN-HABITAT United Nations Human Settlements Programme
UNIDO United Nations Industrial Development Organisation
UNCDF United Nations Capital Development Fund
UNCTAD United Nations Conference on Trade and Development
UNV United Nations Volunteer