

Annex III

Terms of Reference (TOR) – RFP -57139-2011-05

Request for Proposal _RFP_57139-2011-005_ End of Project Evaluation_ Programme to Strengthen Good Governance (PSGG)

1. BACKGROUND

The Government of Rwanda has, since the genocide of 1994, recognized the centrality of good governance in the nation-building agenda. The genocide was the culmination of long-standing failures of governance, where the state simultaneously failed to deliver services or any of the pre-conditions of economic growth on the one hand, and manipulated its people to blame these failures on ethnic and socially divisive issues on the other. In the period following the genocide a number of organizations of good governance, often watch-dog or regulatory bodies, independent of the executive were established to improve transparency and accountability.

The commitment to good governance is seen in the EDPRS 2008-2012 as well as Vision 2020 which map out medium to long term goals and commitments to improving governance in Rwanda. The United Nations in Rwanda along with key development partners are committed to supporting the Government of Rwanda in achieving these goals. The UNDAF, which is linked to the strategic goals of the EDPRS, has a strong focus on strengthening and enhancing good governance (UNDAF Result 1).

In April 2007, the United Kingdom, Department for International Development (DFID) and the United Nations Development Programme (UNDP), jointly initiated the “Programme for Strengthening Good Governance” (PSGG). The programme is based on a shared agenda and commitment to advancing good governance as part promotion of human rights and sustainable development. The PSGG aims at strengthening the accountability and responsiveness of key institutions to deliver on the Economic Development Poverty Reduction Strategy (EDPRS) objectives and is built around a shared agenda between the Government of Rwanda, DFID and the UNDP, which gives weight to the need for good governance, in particular the development of a responsive and accountable state.

In August 2008, in order to promote gender equity, the gender component was introduced into the PSGG. This saw a sixth implementing partner being brought on board, enlarging the scope of the programme’s interventions to include the National Women’s Council (NWC). The gender component is both: horizontal, or cross-cutting, to ensure that gender is integrated or mainstreamed into all other PSGG implementing partner initiatives; and vertical or ‘stand-alone’, with its own set of activities and lower level results, that contribute to the broader PSGG objectives. Through PSGG, support is provided to:

- National Electoral Commission (NEC)
- The Media High Council (MHC);
- The National Human Rights Commission (NHRC);
- The National Unity and Reconciliation Commission (NURC);
- The Office of the Ombudsman (OO); and
- The Parliament.
- National Women’s Council

The PSGG is scheduled to end 25th April 2011 with a partial extension to June 2011. As part of the project document and corporate requirements of UNDP and DFID an end of programme evaluation will be conducted. The PSGG evaluation will be conducted in close collaboration with national partners, focusing on progress made according to



United Nations
RWANDA
Unity in Diversity

the outputs and outcomes of the project document and UNDAF result area 1. The evaluation will also assess the effectiveness of the mechanisms put in place to enhance coordination and harmonization in the UNDP/DFID partnership. Challenges, innovations, lessons learned will enable changes/adjustments for enhancing coordination, harmonization and partnership towards best results that will inform the next programming cycle. It will also assess the effectiveness and efficiency of the PSGG by reviewing the current programme achievements against changing national priorities.

The evaluation will also explore the extent to which gender and human rights have been mainstreamed throughout the programme. The comprehensive evaluation will assess the overall implementation of the PSGG as a coordination and partnership framework.

For this purpose, an independent team of consultants (national and international) will be recruited to conduct the evaluation. The International consultant will be the team leader for this evaluation.

2. OBJECTIVE

The main objective of the evaluation is to:

- i) to assess and evaluate the programme outputs and outcomes vis-à-vis the programme document and annual work plans and UNDAF Result area 1;
- ii) to review the achievements and challenges in meeting the objectives of the PSGG
- iii) to assess the effectiveness of the partnership structure to support results delivery
- iv) To review lessons learned and provide recommendations to all stakeholders of the PSGG on areas of strengths for future programming and support to advancement of the good governance agenda in Rwanda

3. SCOPE OF WORK

The consultants will be reporting directly to PSGG project manager and present periodical updates to a technical committee representing all the participating agencies. Upon finalization of draft report it will be presented to the heads of institutions of participating PSGG agencies.

3.1 Specific tasks:

The PSGG evaluation will cover the period April 2007 to June 2011. The evaluation will focus on assessing the PSGG implementation, including review of its design and assumptions made at the beginning of the programme. The evaluation will examine the extent to which objectives have been achieved considering the timeframe, inputs, processes, outputs and resources and measure progress against the Programme Monitoring and Evaluation Plans PMEP focusing on outputs against project purpose. It will also assess the new plans for support to good governance as a continuation of the current PSGG. This project evaluation will assess progress towards the objective results, the factors affecting the results as well as assessing the partnership strategy. It will be useful for the consultants to pay attention to:

Results status: Determine whether or not the expected results has been achieved and, if not, whether there has been progress made towards its achievement, and also identify the challenges to attainment of the results. Identify innovative approaches and capacities developed through PSGG assistance. Assess the relevance of PSGG outputs to the outcome. Reviewing and assessing the progress toward achieving of the intended results, stated in the project document



United Nations
RWANDA
Unity in Diversity

Underlying factors: Analyze the underlying factors beyond the control of the program that influenced the results. Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, the degree of stakeholders and partners' involvement in the completion of outputs, and how processes were managed or carried out as well as political factors influencing Programme implementation.

Partnership strategy: Ascertain whether the PSGG partnership strategy has been appropriate and effective. What were the partnerships formed? How did the partnership contribute to the achievement of the results? What was the level of stakeholders' participation?

Lessons learned: Identify lessons learnt and best practices and related innovative ideas and approaches in incubation, and in relation to management and implementation of activities to achieve related results.

3.2 Scope :

The evaluation will focus on issues expressing how the PSGG was implemented, including a review of its design and the assumptions made at the beginning of the programme cycle. The Consultants will pay particular consideration to the following:

- 1. Relevance:** Assess the **role and relevance/appropriateness** of the PSGG (i) in relation to the issues, underlying causes and challenges identified taken at the beginning of the PSGG and in the context of national policies and strategies (Did PSGG results adequately address a) the rights of the communities being targeted; b) the relevant sectoral priorities identified at a national level; and therefore, c) the objectives of the EDPRS and Vision 2020?
 - Did the Programme outputs, address key issues, their underlying causes, and challenges identified at the beginning of the Programme?
 - To what extent and in what ways have the comparative advantages of UNDP been utilized within the national context?
 - Are all the target groups appropriately covered by the Programme?
 - To what extent did PSGG ensure that gender mainstreaming?
 - Are human rights adequately addressed throughout the PSGG? To what extent was the PSGG designed as a results-oriented, coherent and programme framework
 - Was the project relevant, appropriate and strategic to national goals and challenges?
 - Was the programme relevant, appropriate and strategic to the mandate, strategy, functions, roles, and responsibilities of the beneficiary institution and to the key actors within those institutions?
 - Was the project relevant, appropriate and strategic to the Government of Rwanda, UNDP and DFID?
- 2. Effectiveness:** Assess the effectiveness of the PSGG in terms of progress towards agreed outputs and outcomes and (ii) as a partnership coordination framework:
 - Are the PSGG outcomes, outputs and indicators SMART? Can these indicators adequately measure achievement of the outcomes?
 - Are causality linkages/relationships demonstrated at all levels from activities through outputs up to outcomes?
 - Were baselines and targets clearly articulated in the document and hence making measurement possible?
 - Which are the main factors that contributed to the realization or non-realization of the outputs/outcomes? How were risks and assumptions addressed during the implementation of programme?
 - To what extent have effective functional and strategic relationship (e.g. UNDP, DFID, national partners, development partners) been promoted around the PSGG outcome?
 - To what extent have the partnership strategies contributed to the achievement of the project outputs?
 - Is the distribution of roles and responsibilities among the different PSGG partners well defined and have the arrangements been respected?

- Were there any lessons learned, failures/lost opportunities? What might have been done better or differently?
- How did the programme deal with issues and risks?
- Were the outputs achieved in a timely manner?

3. Efficiency: Assess the *efficiency* of the PSGG as a mechanism of support for the government

- Were adequate financial resources been mobilised for the PSGG?
- Are the implementation mechanisms – Steering Committee etc effective in managing the PSGG?
- How efficiently were resources/inputs (funds, expertise, time, etc.) converted to PSGG results at output level?
- Is the PSGG an efficient system/strategy of allocating, utilising and accounting for financial resources?
- Were the actions to achieve the outputs and outcomes effective and efficient?
- Were the outputs achieved in a timely manner?
- Were the resources utilized in the best way possible?

4. Sustainability: Analyze to what extent results achieved and strategies used by the PSGG are *sustainable* or have the potential for sustainability (i) as a contribution to national development and (ii) in terms of the added value of UNDP cooperation with development partners.

- To what extent and in what ways have national capacities (of (individuals, institution, systems) been enhanced in government, civil society and CSOs?
- Have complementarities, collaboration and / or synergies fostered by PSGG contributed to greater sustainability of results?
- Will the outputs/outcomes lead to benefits beyond the life of the programme?
- Were the actions and results owned by the local partners and stakeholders?
- What is the level of contribution of the programme management arrangements to national ownership of the set objectives, results, and outputs?
- Were the modes of deliveries of the outputs appropriate to promote national ownership and sustainability of the results achieved?

3. Methods and process:

The review will be based on the data from both the primary and secondary sources. (See Annex for data sources). The consultant will propose a methodology and plan for the assignment, which will be approved by PSGG Steering Committee. A design matrix approach relating objectives and/or results to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information is recommended to ensure adequate attention is given to all study objectives. It is recommended that the methodology should take into account the following:

- a) Programme Monitoring and Evaluation Plans (PMEPs) for a description of the intended results, the baseline for the results and the indicators and benchmarks used. Obtain information from the project gathered through monitoring and reporting on the results. This will help inform evaluation of whether expected results were met.
- b) Examination of contextual information and baselines contained in project documents.
- c) Validation of information about the status of the results that is culled from contextual sources such as the PMEPs or monitoring reports. To do this, consultant(s) may use interviews or questionnaires during the evaluation that seek key respondents' perceptions on a number of issues, including their perception of whether a result has changed.



United Nations
RWANDA
Unity in Diversity

- d) Probing the pre-selected results indicators, go beyond these to explore other possible result indicators, and determine whether the indicators have actually been continuously tracked.
- e) Desk review of existing documents and materials such as Project Document, financing agreement, activity and financial reports, previous annual reviews, assessments, and a variety of temporal and focused reports. In particular it will review mission, programme/project reports, the annual reports and the consultant's technical assessment reports.
- f) Interviews with staff from each of the participating organizations (UNDP, DFID and all Implementing Partners).
- g) Interviews with key informants including gathering the information on what the partners have achieved with regard to the results and what strategies they have used including focus group discussions.

The review will utilize the PSGG Programme Document, PMEPs, UNDAF and the COD, as a framework for identifying outputs and their indicators as defined within the programming framework. Complementary information will be obtained from counterpart government clusters as appropriate.

4. Deliverables

4.1 During the assignment, the firm will deliver but not limited to the following:

- 4.1.1 **PSGG Inception Report:** The consultants will have discussions with the Steering Committee to arrive at common understanding and agree on the TOR; direction of the work to be done, the approach and a definitive time schedule. An inception report will be prepared on this basis;
- 4.1.2 **Draft PSGG Evaluation Report** to be presented to the Steering Committee prior to the departure of the international consultant;
- 4.1.4 **Final PSGG Evaluation Report to be presented** to the PSGG Steering Committee. The final report should not exceed 30 pages plus annexes, with an executive summary of not more than 5 pages describing the key findings and recommendations. The report the outline of the report should follow this structure;
 - a. Executive summary;
 - b. Introduction, description of the evaluation methodology;
 - c. Assumptions made during the evaluation and study limitations;
 - d. An analysis of key interactions (the results, substantive influences, PSGG contribution and partnership strategies) and associations between variables measuring the results;
 - e. Key findings, Lessons learnt and possible future recommendations;
 - f. Suggestions to guide future programming and policy;
 - g. Conclusions and recommendations, including review of proposed plans for future governance programmes;
 - h. Annexes: ToRs, field visits, people interviewed, documents reviewed, *etc.*
 - i. Completed DFID Project Completion Summary (DFID will brief consultant on how to work with the template).
 - j. *(The report should be submitted in hard copy and soft copies (MS Word and Acrobat Reader), using Times New Roman, Size 12, Single Spacing).*
- 4.1.6 **Debrief UNDP, DFID all heads of the IPs** and all members of technical and steering committees, Government Partners and other stakeholders in the governance sector.



United Nations
RWANDA
Unity in Diversity

5. Duration and Work Schedule of the PSGG Evaluation

5.1 Work Schedule Break Down

Activity	Deliverable
Review of relevant background documents (in the annex 1)	PSGG Inception Report
PSGG Inception Workshop	
Data collection, focus group discussions with donor(management and technical staff), implementing partners, beneficiaries	Draft PSGG Report
Conduct field missions to selected sites	
PSGG Validation/consensus meeting with PSGG Steering Committee	
Preparation of final PSGG Report (integration of comments and concerns from steering committee)	PSGG Final Evaluation Report
Debrief to UNDP, DFID all heads of the IPs and other stakeholders	

5.2 UNDP's obligations:

UNDP will:

- a) Provide the consultants with all the necessary support (not under the consultant's control) to ensure that the consultants undertake the study with reasonable efficiency.
- b) PSGG Programme Manager will support the consultants during the evaluation process.
- c) Collect background documentation and inform partners from relevant institutions about the evaluation.
- d) Meet all work related travel costs as part of the programme evaluation cost.
- e) Support the identification of key stakeholders to be interviewed as part of the evaluation.
- f) Organize inception meeting between the partners of the PSGG to the scheduled start of the evaluation assignment.

5.3 Responsibilities of the Consultants:

The international consultant will undertake and be responsible for the assignment and with the support of the national consultant produce the key deliverables in a timely manner. They will work closely with the PSGG Programme Manager and focal person from DFID Rwanda Governance team.

The consultants will conduct a participatory evaluation for improved understanding of the results of the PSGG, assessing the project achievement in fulfilling its objectives and work plan and provide recommendations and some intervention that could help the future programme development respond to the identified priorities and gaps.

- Review the effectiveness, accomplishments and the methodology (including partnership strategy) of the overall programme according to the specified objectives (above);
- Provide timely updates of progress and obstacles in the evaluation process;
- Review the direction of the new proposed programme for support to governance and make recommendations for its redesign/improvements.

6. Criteria of selection

- 6.1 The Team will be composed of an independent international team leader and a national team member both who are knowledgeable and experienced in conducting programme evaluations and have strong regional or country experience. Gender considerations will be taken into account. The PSGG team members must have at least 5 years' experience in evaluation/research:

6.2 Required qualifications and experience for the team:

6.2.1 Lead Consultant:

- a) The team leader will be an International consultant with a minimum of a Master's degree in a relevant field and have strong background in participatory evaluation of complex development programmes;
- b) Have sound knowledge and practical experience in programme development, planning and implementation, including experience in the UN development cooperation system, experience in doing UNDAF reviews/evaluation will be an advantage;
- c) Have several years' experience in working in developing countries, preferably in Africa;
- d) Have strong research and analytical skills, communication (oral and written), facilitation and management skills;
- e) Be a good team leader and team player with excellent facilitation skills and experience;
- f) Experience in the application and implementation of gender-sensitive programmes as well as human rights-based approaches will be an added advantage;
- g) A thorough understanding of RBM for programme development.

6.2.2 National Consultant:

- a) Be Rwandan citizen;
- b) Possess a minimum first degree in relevant fields;
- c) Have many years' experience in evaluation process and techniques;
- d) Have strong communication skills;
- e) Have good experience in working in UN agencies and with government;
- f) Have excellent reading and writing skills in English, French and Kinyarwanda
- g) Have a strong understanding of the development context in Rwanda.



United Nations
RWANDA
Unity in Diversity

7. Remuneration and Other Considerations

The successful firm will start the assignment as soon as possible following the completion of the selection process:

- 6.1** Submissions will be accepted from National or International Firms represented in the Country;
- 6.2** Submission should be made in two separate envelopes for Technical proposal and Financial Proposal;
- 6.3** The Successful Result of this Process will be a Contract for Professional Services:
- 6.3.1** Defining an overall period of One (1) month effective from the signature of the contract;
- 6.3.2** Terms of payment will be Lump sum payable as follows:
 - a) 20% after submission and acceptance of the inception report,
 - b) 60% after submission and acceptance of the draft report
 - c) 20% after submission and acceptance of the final report.

8. SUBMISSION

- 7.1** If you have the required qualifications and are interested, please submit a technical including:
 - 7.1.1** Profile of the firm;
 - 7.1.2** Motivation letter expressing suitability for the assignment;
 - 7.1.3** Curriculum Vitae of the consultants proposed for this assignment with the required supporting documents;
 - 7.1.4** List of previous work, contractual responsibility and successful completion of consultancy services in related fields;
 - 7.1.5** List of three referees with details of work done in the same domain;
 - 7.1.6** A proposal and methodology on how to conduct this assignment;
 - 7.1.7** Other information which prove their qualifications and experiences in that domain;
 - 7.1.8** Financial offer (detailed as indicated in Annex V);
 - 7.1.9** The Submissions should be made in two (2) envelopes (technical offer and financial offer) or attachments (if submitted via email) indicating; **DO NOT OPEN IN ADVANCE**);
 - 7.1.10** The Lump-Sum Fee which you propose for the consultancy should indicate the breakdown of all costs. This Fee should be inclusive of ALL considerations. Please see ANNEX IV and ANNEX V of this RFP;
 - 7.1.11** Please note that Submissions by E-mail **WILL BE ACCEPTED** (see details in the advertised Request For Proposal (RFP));
 - 7.1.12** In order to qualify for further consideration the nominee firm must accomplish a minimum score of 70 points for the technical proposal;
 - 7.1.13** The Basis of Award will be to the firm which qualifies for further consideration and propose the lowest Price;
 - 7.1.14** This Opportunity is open to male and female entrepreneurs. Applications from female entrepreneurs are encouraged.