1. **Introduction**

At the 2005 World Summit, leaders from around the globe re-affirmed their commitment to a strengthened United Nations that would effectively respond to modern global challenges. In response, the UN Secretary General launched a High Level Panel report on System Wide Coherence in November 2006. One of its recommendations was to pilot this reform through a process where all UN agencies in country Deliver as One (DoA).

**Delivering as One in Rwanda**

Since January 2008, UN agencies in Rwanda have created a common planning, implementation and monitoring tool that aligns their activities with national priorities outlined in the Rwanda Vision 2020 and the Economic Development and Poverty Reduction Strategy (EDPRS). This One UN Programme divides the work of the UN in Rwanda along six key areas, which all contribute towards the MDGs. These areas are:

1) Governance  
2) HIV  
3) Health, Nutrition, Population  
4) Education  
5) Environment  
6) Sustainable Growth and Social Protection

**UNDAF and Governance Portfolio Context**

The six areas above are captured in the United Nations Development Assistance Framework (UNDAF) 2008-2012 and the Country Operational Document (COD). The UNDAF provides a collective, coherent and integrated United Nations response to national needs and priorities as described in the Vision 2020 and the EDPRS. The COD is a programmatic document specifying how the UN in Rwanda will operationalize the UNDAF.

In Rwanda, UNDP is working closely with the Government, as well as with development partners and civil society, in order to build institutional capacity and effect sustainable development. Fostering and promoting democratic governance is a major development agenda for the government of Rwanda and the United Nations. UNDP’s governance support is very much appreciated by the Government and beneficiary institutions and this places UNDP in a better position to strategically focus its governance portfolio to ensure even greater impact.

UNDP’s current governance programs are anchored to the government priorities and are designed to respond to the expressed needs of the various governance institutions. Under the direction of
Democratic Governance Unit, UNDP is providing program and project support to a number democratic institutions and line Ministries.

UNDP also acts as the lead agency in the area of governance within the DaO framework and chairs the Governance Theme Group, contributing to the design, implementation and monitoring of joint programming and UNDP country program outputs.

UNDP Rwanda has completed three years into the 2008-2010 Delivering as One Programme. One of the UNDP key programmes is the Governance result area. To measure the impact of this programme, UNDP Rwanda has decided to carry out an outcome evaluation based on the key UNDAF result “good governance enhanced and sustained”. This result area includes 4 outcomes in which UNDP has a stake:

1) Rule of Law: Capacity of Government and Partners to sustain a peaceful state where freedom and human rights are fully protected and respected enhanced.
2) Decentralization, accountability and transparency: Effective, accountable and transparent management of public resources and services at the national and decentralized levels enhanced.
3) Participation in democratic governance: People’s participation in the democratic processes and structures at national and decentralized levels increased.
4) Evidence based policy making: Policy and socio-economic planning using quality and disaggregated data strengthened.

Need (or Rationale) for an Outcome evaluation

United Nations Development Programme (UNDP) conducts outcome evaluations to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level as articulated in the country programme document. These are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Rwanda, an outcome evaluation will be conducted to assess the impact of UNDP’s development assistance in the Practice Area of Democratic Governance.

The proposed outcome evaluation will evaluate the relevant country programme outcomes and outputs as stated in the UNDAF and the COD for Rwanda both covering the period 2008-2012.

The goal of the outcome evaluation will be to assess how UNDP’s governance programme results contributed, together with the assistance of partners, to a change in development conditions.

The purpose of the outcome evaluation is to:

- Measure impact of the UNDP Governance portfolio of projects
- Provide substantive input and direction to the formulation of future programme and project strategies
- Support greater UNDP accountability to national stakeholders and partners in Rwanda
- Serve as a means of quality assurance for UNDP interventions at the country level;
- Contribute to learning at corporate, regional and country levels.
The outcome evaluation will be conducted in 2011 towards the end of the current programme cycle of 2008-2012 with a view to improving the implementation of the programme and also providing strategic direction and inputs to the preparation of the new UNDP country programme starting from 2013 as well as the forthcoming United National Development Assistance Programme (UNDAP) scheduled to start in the same year.

2. Objective, scope and focus of the Outcome Evaluation

2.1 Objective of the Outcome Evaluation

The objective of the outcome evaluation is to measure UNDP’s contribution to the following outcomes: rule of law, decentralization and transparency, participation to democratic governance, evidence based policy making with a view to fine-tune the current UNDP governance programme, providing the most optimal portfolio balance and structure as well as informing the next programming cycle. The evaluation will assess how UNDP Rwanda’s governance programme results contributed to a change in development conditions in collaboration with other key actors in the governance area in Rwanda.

Specifically, the outcome evaluation shall assess the following: (i) what and how much progress has been made towards the achievement of the outcome (including contributing factors and constraints), (ii) the relevance of and progress made in terms of the UNDP outputs (including an analysis of both project activities and soft-assistance activities, and (iii) what contribution UNDP has made/is making to the progress towards the achievement of the outcome (including an analysis of the partnership strategy), (iv) future intervention strategies and issues. Most importantly, the outcome evaluation should be forward-looking by making recommendations for future programming strategies and issues in line with the new UNDAF results.

2.2 Evaluation Scope

The evaluation will cover pre-One UN governance programme and current UNDAF period 2008-2011 and UNDP supported governance programmes in Rwanda. It will examine the extent to which outcomes have been achieved. This outcome evaluation will assess progress towards the outcome, the factors affecting the outcome, key UNDP contributions to outcomes and assess the partnership strategy. The evaluation will also assess the portfolio alignment and inherent capacities and its relevance to the UNDAF and Delivering as One. Specifically the evaluation will focus on the following:

Outcome status: Determine whether or not the outcome has been achieved and, if not, whether there has been progress made towards its achievement, and also identify the challenges to attainment of the outcome. Identify innovative approaches and capacities developed through UNDP assistance. Assess the relevance and adequacy of UNDP outputs to the outcome.

Underlying factors: Analyze the underlying factors beyond UNDP’s control that influenced the outcome including opportunities and threats affecting the achievement of the outcome. 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/carried out.

**Strategic Positioning of UNDP:** Examine the distinctive characteristics and features of UNDP’s governance programme and how it has shaped UNDP’s relevance as a current and potential partner in Rwanda. The Country Office (CO) position will be analyzed in terms of communication that goes into articulating UNDP’s relevance, or how the CO is positioned to meet partner needs by offering specific, tailored services to these partners, creating value by responding to partners' needs, mobilizing resources for the benefit of the country, not for UNDP, demonstrating a clear breakdown of tailored UNDP services and having comparative advantages relative to other development organizations in the rule of law result area.

**Partnership strategy:** Ascertain whether UNDP’s partnership strategy has been appropriate and effective. What were the partnerships formed? What was the role of UNDP? How did the partnership contribute to the achievement of the outcome? What was the level of stakeholders’ participation? Examine the partnership among UN Agencies and other donor organizations in the relevant field. This will also aim at validating the appropriateness and relevance of the environment’s outcome to the country’s needs and the partnership strategy and hence enhancing development effectiveness and/or decision making on UNDP future role in governance.

**Lessons learnt:** 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 outcomes. This will support learning lessons about UNDP’s contribution to the governance outcome over the UNDAF cycle so as to design a better assistance strategy for the programming cycle.

### 2.3 Focus of the Outcome Evaluation

The consultants will pay particular consideration to the following:

**a) Relevance**

- Extent to which UNDP support is relevant to Rwanda’s Vision 2030 agenda and governance priorities as articulated in the EPDRS, the UNDAF and COD and those that are currently being developed. Relevance of programme and project design in addressing the identified governance priority needs in pre-One UN period and 2008 – 2011
- Extent of the progress towards the achievement of the governance programme outcome
- Extent of UN reforms influence on the relevance of UNDP support to the Government of Rwanda in the governance sector? Extent of UNDP’s contribution to the governance sector in Rwanda

**b) Efficiency**

- How much time, resources, capacities and effort it takes to manage the portfolio and where are the gaps if any. More specifically, how do UNDP practices, policies, decisions, constraints;
capabilities affect the performance of the Portfolio? Has UNDP’s strategy in producing the outputs been efficient and cost-effective?

- Extent of M&E contribution to increased programme efficiency.
- Roles, engagement and coordination among various stakeholders in the governance sector, One UN Programme in project implementation
- Synergies and leveraging with other programmes in Rwanda
- Extent of synergies among UNCT programming and implementation.
- Synergies between national institutions for UNDP support in programming and implementation including between UNDP and donors

**c) Effectiveness,**

- Extent of UNDP’s effectiveness in producing results at the local levels in alignment to UNDAF and COD, EPRS, and MDGs Effectiveness of UNDP support in producing results at the aggregate level Extent of UNDP support towards capacity development, advocacy on governance issues and policy advisory services in Rwanda
- Assessment of UNDP’s ability to advocate best practices and desired goals; UNDP’s role and participation in national debate and ability to influence national policies on legal reforms and human rights protection.
- Extent of UNDP’s contribution to human and institutional capacity building of partners as a guarantee for sustainability beyond UNDP interventions
- Contributing factors and impediments and extent of the UNDP contribution to the achievement of the outcomes through related project outputs;
- Assessment of the capacity and institutional arrangements for the implementation of the UNDP governance portfolio in view of UNDP support to the GoR and within the context of Delivering as One.
- Extent of UNDP partnership with civil society and private sector in promoting democratic and corporate governance in Rwanda

**d) Sustainability**

- Extent to which UNDP established mechanisms ensure sustainability of the governance interventions
- Extent of the viability and effectiveness of partnership strategies in relation to the achievement of the outcomes.
- Provide preliminary recommendations on how the governance portfolio can most effectively continue to support appropriate central authorities, local communities and civil society in improving service delivery in a long term perspective
- Provide with participatory recommendations for improvement of the governance portfolio for the remaining UNDAF period and Terms of References for the required staffing.
- Assess possible I areas of partnerships with other national institutions, CSOs, UN Agencies, private sector and development partners in Rwanda

Based on the above analysis, provide recommendations on how UNDP Rwanda Country Office should adjust its programming, partnership arrangements, resource mobilization strategies, working methods
and/or management structures and capacities to ensure that the governance portfolio fully achieves its outcomes by the end of the UNDAF period and beyond.

3. Methodology

The Outcome Evaluation will be carried out through wide participation of all relevant stakeholders including the UN, the GoR institutions, CSOs as well as members of donor community, private sector representatives, multilateral and bilateral donors, and beneficiaries. Field visits to selected project sites; and briefing and debriefing sessions with UN and the Government officials, as well as with donors and partners are envisaged. Data collected should be disaggregated (by sex, age and location) where possible.

Based on the objectives mentioned above, the lead consultant will propose a methodology and plan for this assignment, which will be approved by UNDP senior management. A design matrix approach relating objectives and/or outcomes to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information often ensure adequate attention is given to all study objectives. However, it’s recommended that the methodology should take into account the following, namely;

3.1. Desk Review

a) UNDAF and the COD (Country Operational Document) for a description of the intended outcome, the baseline for the outcome and the indicators and benchmarks used. Obtain information from the country office gathered through monitoring and reporting on the outcome. This will help inform evaluation of whether change has taken place.

b) Examination of contextual information and baselines contained in project documents, the EDPRS, Vision 2020, UNDAF, COD and other sources. These documents speak to the outcome itself, as opposed to what UNDP is doing about it, and how it was envisaged at certain points in time preceding UNDP’s interventions.

c) Validation of information about the status of the outcome that is culled from contextual sources such as the COD 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 an outcome has changed.

d) Probing the pre-selected outcome and output indicators, go beyond these to explore other possible outcome indicators, and determine whether the indicators have actually been continuously tracked.

e) Undertake a constructive critique of the outcome formulation itself (and the associated indicators). This is integral to the scope of outcome evaluation. The consultants can and should make recommendations on how the outcome statement can be improved in terms of conceptual clarity, credibility of association with UNDP operations and prospects for gathering of evidence.

f) Desk review of existing documents and materials such as support documents, evaluations, 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.
g) Interviews with key informants including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used including focus group discussions.

h) Field visits to selected sites; and briefing and debriefing sessions with UNDP and the Government, as well as with donors and partners.

i) Review and analysis of relevant documents including the GoR programmatic documents & reports, UNDP and UN Rwanda programmatic documents & reports, recent studies and research reports, developmental and social report (under suggested references)

j) Critical analysis of available data with regards to the national guiding documents as well as the intended UNDP inputs to the GoR.

3.2. Primary Data collection

Data will be mainly collected from the existing information sources through a desk review that will include the comprehensive desk review and analysis of relevant documents, information, data/statistics, triangulation of different studies etc. This phase will be comprised of:

Interviews with all Key Informants and Players
  - Questionnaires where appropriate
  - Field Visits to project sites and partner institutions
  - Participatory observation, focus groups, rapid appraisal techniques
  - Validation workshop including all stakeholders, (partners and beneficiaries)

4. Outputs/Deliverables of the Evaluation

1. Initial Work Plan (to be submitted with EOI)
2. Inception Report
3. Draft Governance Outcome Evaluation Report Validation Workshop Facilitated Workshop

5. Expertise and Qualifications of the Evaluation Team

The Evaluation Team will be composed of an independent international team leader and one national who are knowledgeable and experienced in conducting outcome evaluations and have strong background on governance issues. Gender considerations will be taken into account. The team members must have an advanced degree in political science, law, international development, or other related areas and at least 10 years’ experience in evaluation/research. At least one team member should have expertise in evaluations of governance related portfolios and on cross-cutting issues (gender equality and human rights).

5.1. Specific Qualifications:
The team leader will be an International consultant with a strong background in participatory evaluation of development programmes

- Have sound knowledge and practical experience in programme development, planning and implementation, including experience in the UN development cooperation system
- Have several years’ experience in working in developing countries, preferably in Africa
- Have strong communication, facilitation and management skills
- Have good team work experience and skills
- Experience in the application and implementation of gender-sensitive programmes as well as human rights-based approaches will be an added advantage
- Be fully acquainted with UNDP’s Results-Based Management orientation and practices

The National Consultant must:

- Be a Rwandan citizen
- Have at least 5 years’ experience in evaluation process and techniques
- Have strong communication skills
- Have good experience in working in UN agencies will be an added advantage
- Have excellent reading and writing skills in English, French and Kinyarwanda
- Have a strong understanding of the development context in Rwanda and preferably understanding of the strategic governance issues within the Rwanda context.

5.2. Roles and responsibilities of the Evaluation Team

Evaluation Team’s responsibility

- Organizing the work and preparing an evaluation plan for the team; conducting briefing and debriefing; and facilitating productive working relationships among the team members
- Consulting with MTR Technical Committee and related partners to ensure the progress and the key evaluation questions are covered
- Assuring the draft and final reports are prepared in accordance with these Terms of Reference, especially the checklist for the assessment of evaluation report
- Facilitating the meeting to present the main findings and recommendations of MTR, and discussing the proposed action plan to implement recommendations including changes in contents and direction of the programme.

Specific tasks of the team leader

- Taking the lead in contacting Technical Committee regarding the Outcome evaluation related issues
- Organizing the team meetings, assigning specific roles and tasks of the team members and closely Monitor their work
- Supervising data collection and analysis
- Consolidating draft and final Outcome Evaluation Report and a proposed action plan with the support of the national consultant.
- Completing the final Outcome Evaluation with incorporated comments of the Technical Committee and key stakeholders,
• Submitting the draft and final Outcome Evaluation report and a proposed action plan to the Resident Representative, the Country Director and the Technical Committee on schedule
• Presenting the Outcome Evaluation results and facilitating the meeting
• Specific tasks of the team member
• Following the tasks assigned by the team leader and defined in Outcome Evaluation working timetable
• Data collection and analysis
• Providing written and verbal inputs to the Team Leader for the development of the Outcome Evaluation Report
• Participating in the process of writing the Outcome Evaluation reports assigned by the team leader
• Participating in all meetings needed
• Collecting all comments on the Outcome Evaluation report and participating in the report revision process

6. Duration and Work Schedule of the Evaluation

The consultancy will be conducted for a period of thirty five 30 working days starting in August, 2011

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<tr>
<th>Activity</th>
<th>Deliverable</th>
<th>Time allocated</th>
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<tbody>
<tr>
<td>Evaluation design, methodology and detailed work plan</td>
<td>Inception report</td>
<td>3 days</td>
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<tr>
<td>Inception Meeting Initial briefing</td>
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<tr>
<td>Documents review and stakeholder consultations</td>
<td>Draft inception report</td>
<td>20 days</td>
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<tr>
<td>Field Visits</td>
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<tr>
<td>Data analysis , debriefing and presentation of draft Evaluation Report</td>
<td>Final evaluation report</td>
<td>7 days</td>
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<td>Validation Workshop</td>
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<tr>
<td>Finalization of Evaluation report incorporating additions and comments provided by all stakeholders and submission to UNDP and GoR</td>
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7. Management Arrangements

The Evaluation Team will report to the Evaluation Steering Committee composed of one Government of Rwanda Representative, one UNDP representative, one UN representative and one partner NGO representative.

The Governance Program Manager will manage the evaluation and provide logistical support. The M&E Advisor and the Governance Advisor will provide technical guidance on evaluation and ensure independence of evaluation process, and that policy is followed.

Annex: Suggested Reference Documents:
1. Republic of Rwanda, Rwanda Vision 2020
4. Republic of Rwanda, Rwanda Aid Policy, 2006
5. United Nations Rwanda, One UN ‘Delivering As One’ in Rwanda Concept Paper, April 2007
9. UNDP Annual Reports
   _ UNDP progress reports
   _ UNDP Annual Work Plans
   _ UNDP Handbook on Monitoring and Evaluating for Results
   _ Ethical Code of Conduct for UNDP Evaluations;
   _ Guideline for Reviewing the Evaluation Report;
   _ UNDP Results-Based Management: Technical Note
   _ Project Documents and relevant reports
10. Joint Governance Assessment
11. Rwanda Reconciliation Barometer
12. Other documents and materials related to the outcomes to be evaluated (from the government, donors, etc.)
TERMS OF REFERENCE
UNDP Outcome evaluation-Governance

UNDAF RESULT 1
Good governance enhanced and sustained

Output 1.1  
57139 Support to Parliament
60453 Support to Ministry of Justice
60455 Support to Supreme Court
60453 Support to Ministry of Justice
60454 Support to Gacaca courts
50867 Support to Prosecutor General’s Office
63145 Support to the Rwanda Peace Academy
57833 Support to Unity & Reconciliation Commission

Output 2.1  
58951 Aid coordination project
59293 Support to Ombudsman
45359 Support to Public Service Reform
43228 Support to Decentralization Plan

Output 3.1  
61239 Support to NEC
61239 Support to NEC
45359 Support to Public Service Reform
69910 Support to the National Women Council
72950 Engaging Men in GBV

Output 2.2  
62139 Support to NEC
57139 Support to Women Parliamentarians
57833 Support to Unity & Reconciliation Commission

Output 3.2  
57139 Support to NEC
57139 Support to NEC
57139 Support to NEC
57139 Support to NEC

Output 5.2  
56167 Support to NISR
60453 Support to Ministry of Justice
43228 Support to Decentralization Plan
72950 Engaging Men in GBV

Projects

Projects

Projects

Projects

Outcome 1
Rule of law
Capacity of Government and partners to sustain a peaceful state

Outcome 2
Decentralization, accountability and transparency
Effective, accountable and transparent

Outcome 3
Participation in democratic governance
People’s participation in democratic governance

Outcome 5
Evidence based policy making
Policy and socio-economic planning using quality and disaggregated

Projects
Projects
Projects
Projects
<table>
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<th>Output 1.4</th>
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<tbody>
<tr>
<td>60184 Support to Media High Council</td>
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<tr>
<td>60456 Support to Rwanda National Police</td>
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<tr>
<td>71254 Support to Treaty Body Reporting</td>
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<td>46259 Support to Human Rights Commission</td>
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