

Terms of Reference (ToR)

End-of-the Project Evaluation UNDP Support to the Strategic Capacity Building Initiative

Introduction

In 2011, The Government of Rwanda and the United Nations Development Programme (UNDP), jointly initiated a two years project to Support the Strategic Capacity Building Initiative (SCBI). The main purpose of the project was to support the Government of Rwanda – particularly the Ministry of Finance and Economic Planning (MINECOFIN) and other institutions in the Centre of Government to address critical capacity constraints hindering the realization of the goal of vision 2020. The project also aimed at strengthening sector-level policy coordination function within the Prime Minister’s Office. The project was implemented through the Public Sector Capacity Building Secretariat (PSCBS).

The programme aimed to achieve following concrete outputs:

- 1) Selected government institutions trained on relevant skills;
- 2) Institutional audit developed for selected government agencies;
- 3) Capacity building plans developed and implemented;
- 4) The PMO staff provide high quality policy analysis;
- 5) Capacity building for relevant PMO staff.

1. Objective of the Project ” Support to Capacity Building Initiative (SCBI)”

The overall objective for the project is to enhance the linkage of Government priorities, focused delivery, coordination and harmonization of the initiative and its actual implementation. The project supported the strengthening of the capacity of the Rwandan Counterparts through skills and knowledge transfer, coaching mentoring and work closely with international technical experts who are practioners in selected fields. The project contributed to improved policy coherence through the strengthening of the policy coordination function within the Office of the Prime Minister (OPM). The project also supported capacity building with the aim of creating a step change in the quality of the upstream policy advisory services, currently at the disposal of the Office of the Prime Minister.

2. Purpose of the Evaluation

The Project has been implemented for 22 months (November 2011-August 2013). This end of project evaluation focuses on the entire implementation period.

The evaluation is forward looking and will capture effectively lessons learnt and provide information on the nature, extent and where possible, the potential impact and sustainability of the SCBI project. The evaluation will assess the project design, scope, implementation status and the capacity to achieve the project objectives. It will collate and analyze lessons learnt, challenges faced and best practices obtained during implementation which will inform the programming strategy in the next programming phase 2013-2018 in response to the EDPRS2 priorities.

The emphasis on learning lessons speaks to the issue of understanding what has and what has not worked as a guide for future planning. It will assess the performance of the project against planned results. The evaluation will assess the preliminary indications of potential impact and sustainability of results including the contribution to capacity development and achievement of sustainable development goals. The results of the evaluation will draw lessons that will inform the key stakeholders of this evaluation who are the Government of Rwanda- through the NCBS, PMO, MINECOFIN and UNDP. The evaluation will generate knowledge from the implementation of the SCBI project by the various implementing partners in collaboration with UNDP and the Government of Rwanda and reflect on challenges; lessons learnt and propose actionable recommendations for future programming.

3. Scope and focus of the Evaluation

3.1 Scope

The support to SCBI end of Project evaluation will assess the effectiveness of the implementation strategy and the results. This will include the implementation modalities, co-financing UNDP/GoR roles and responsibilities, coordination, partnership arrangements, institutional strengthening, beneficiary participation, replication and sustainability of the programme. The evaluation will include review of the project design and assumptions made at the beginning of the project development process. Project management including the implementation strategies; project activities; it will assess the extent to which the project results have been achieved, partnerships established, capacities built, and cross cutting issues of mainstreaming gender, human rights and south-south cooperation have been addressed. It will also assess whether the project implementation strategy has been optimum and recommend areas for improvement and learning. In order to achieve these objectives; will focus on the areas in 3.2 below.

3.2. The Evaluation Questions

The following key questions will guide the end of project evaluation:

1. Relevance – (Access design and focus of the project)

- To what extent did the project achieve its overall objectives?
- What and how much progress has been made towards achieving the overall outputs and outcomes of the project for Support to Capacity Building Initiative in Rwanda (including contributing factors and constraints)?
- To what extent were the results (impacts, outcomes and outputs) achieved?
- Were the inputs and strategies identified, and where they realistic, appropriate and adequate to achieve the results?
- Was the project relevant to the identified needs?

ii).Effectiveness- (Describe the management processes and their appropriateness in supporting delivery)

- Was the project effective in delivering desired/planned results?
- To what extent did the Project's M&E mechanism contribute in meeting project results?

- How effective were the strategies and tools used in the implementation of the project?
- How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?
- What are the future intervention strategies and issues?

iii). Efficiency – (of Project Implementation)

- Was the process of achieving results efficient? Specifically did the actual or expected results (outputs and outcomes) justify the costs incurred? Were the resources effectively utilized?
- What factors contributed to implementation efficiency?
- Did project activities overlap and duplicate other similar interventions (funded nationally and /or by other donors? Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?
- Could a different approach have produced better results?
- How was the project's collaboration with the UNDP, the Government of Rwanda, national institutions, development partners, and the Steering Committee
- How efficient were the management and accountability structures of the project?
- How did the project financial management processes and procedures affect project implementation?
- What are the strengths, weaknesses, opportunities and threats of the project implementation process?

iv). Sustainability

- To what extent are the benefits of the project likely to be sustained after the completion of this project?
- What is the likelihood of continuation and sustainability of project outcomes and benefits after completion of the project?
- How effective were the exit strategies, and approaches to phase out assistance provided by the project including contributing factors and constraints
- What are the key factors that will require attention in order to improve prospects of sustainability of Project outcomes and the potential for replication of the approach?
- How were capacities strengthened at the individual and organizational level (including contributing factors and constraints)?
- Describe the main lessons that have emerged
- What are the recommendations for similar support in future? (NB: The recommendations should provide comprehensive proposals for future interventions based on the current evaluation findings).

4. Institutional arrangements

The evaluation will be managed by UNDP in collaboration with a review panel made of representatives of implementing agencies. The UNDP Governance Specialist and Head of Unit shall be the UNDP focal person for the evaluation and the main interlocutor within the Governance Programme.

5. Methodology for Evaluation:

The support to SCBI End of Project evaluation will be carried out in accordance with UNEG Evaluation Norms and Standards of Evaluation and Ethical Standards as well as OECD/DAC evaluation principles and guidelines and in full compliance with the DAC Evaluation Quality Standards (206). This is a summative evaluation involving qualitative and quantitative methods to evaluate the support to SCBI implementation and performance and to make recommendations for the next programming cycle.

5.1. Data Collection

The support to SCBI End of Project Evaluation will be carried out through a wide participation of all relevant stakeholders including the One UN, the GoR institutions, as well as development partners, and right holders. Field visits to selected project sites; and briefing and debriefing sessions with UNDP and the Government officials, as well as with development partners is envisaged. Data collected should be disaggregated (by sex, age and location), where possible.

In order to use existing sources/information and avoid duplication, data will be mainly collected from various 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. Data will also be collected from stakeholders' key informants through interviews, discussions, consultative processes, and observations in field missions. This phase will be comprised of:

- (i) Review and analysis of relevant documents including the GoR programmatic documents & reports, the UNDP/UN Rwanda programmatic documents & reports, recent studies and research reports, developmental and social reports, (see list attached and relevant links)
- (ii) Critical analysis of available data with regards to the national guiding documents as well as the intended UN inputs to the GoR. The SCBI End of Project Evaluation will benefit from and use optimally the data collected through the Country-Led Evaluation of DaO, the UNDAF MTR reports, Independent Evaluation of DaO, UNDAF End of Programme Evaluation and independent project evaluations.

5.2. Basic Documents for Desk Review

The support to SCBI End of Project Evaluation will take cognisance of One UN Annual Reports, the Country-led Evaluation, the UNDAF Mid-Term Review Reports, Independent Evaluation of DaO, and other agency evaluations/reports to determine the effectiveness of the Delivering as One modality to support achievement of national priorities.

The support to SCBI final Evaluation should also take into account the lessons learned from the Country-led Evaluation and Independent Evaluation, UNDAF Evaluations in terms of:

- (i) Response to the national development objectives (project relevance);
- (ii) Creating a common, coherent and results-oriented strategy for successor project
- (iii) Facilitating joint programmes to the extent possible (reducing overall transactions costs)

(Other suggested reference documents are in Annex 3.)

Activity	Deliverable	Time allocated
Evaluation design, methodology and detailed work plan	Inception report	2 days
Inception Meeting Initial briefing		
Documents review and stakeholder consultations	Draft report	20 days
Field Visits		
Data analysis, debriefing and presentation of draft Evaluation Report		
Validation Workshop		
Finalization of Evaluation report incorporating additions and comments provided by all stakeholders and submission to UNDP and SCBI.	Final evaluation report	3 days

6. Expected Deliverables:

The following deliverables are expected.

6.1 Inception report: The Evaluator will prepare an inception report which details the evaluators understanding of the evaluation and how the evaluation questions will be addressed. This is to ensure that evaluator and the stakeholders (the Public Sector Capacity Building Secretariat, the prime Minister’s Office and UNDP) have a shared understanding of the evaluation. The inception report will include the evaluation matrix summarizing the evaluation design, methodology, evaluation questions, data sources and collection analysis tool for each data source and the measure by which each question will be evaluated. (See Sample in Annex).The report will include the scope of work, work plan, time frame, analysis 4.-5 days after starting the evaluation process. The inception report should include a proposed schedule of tasks; activities and deliverables, with clear responsibilities for each task or product. The inception report will be discussed and agreed upon with all stakeholders.

6.2 Draft Evaluation report- The Evaluator will prepare a draft SCBI Evaluation Report, cognizant of the proposed format of the report and checklist used for the assessment of valuation report (see annexes) and the report will be submitted to the UNDP review and comments. UNDP will distribute it to the members of the stakeholders for review and comments. Comments from the stakeholders will be provided within 10 days after the reception of the Draft Report. The report will be reviewed to ensure that the evaluation meets the required quality criteria. The report will be produced in English in Kigali, Rwanda. The report should provide options for strategy and policy as well as recommendations.

UNDP and NSCBS are responsible for ensuring timely arrangement for a Steering Committee meeting for the review and validation of the evaluation report. Stakeholders (UNDP, PMO and NSCBS) will

provide comments within the time allocated by the ToR. The Programme Unit and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria.

6.3 The final report (30 to 50 pages): This will be submitted 10 days and will include comments from the programme stakeholders. The content and the structure of the final analytical report with finding, recommendations and lessons learnt covering the scope of the evaluation should meet the requirements of the UNDP M & E Policy and should include the following:

- * Executive summary (1-2 pages)
- * Introduction (1 page)
- * Description of the evaluation methodology (6 pages)
- * Situational analysis with regard to the outcome, outputs and partnership strategy (6-7 pages)
- * Analysis of opportunities to provide guidance for future programming (3-4 pages)
- * Key findings, including best practices and lessons learned (4-5 pages)
- * Conclusion and recommendations (4-5 pages)
- * Appendices: charts, terms of reference, field visits, people interviewed, documents reviewed

7. Duty Station

The duty station of the work is Kigali, Rwanda. However, the company may be required to travel to project sites outside Kigali.

8. Scope of Price Proposal and Schedule of Payments

The consultant shall be paid the consultancy fee upon completion of the following milestones.

- 30% after adoption of the inception report
- 30% after presentation of the draft report
- 40% after the approval of the final report

The consultancy fee will be paid as Lump Sum Amount (all inclusive of expenses related to the consultancy). The contract price will be fixed regardless of changes in the cost components.

9. Required expertise and qualification

The Evaluator must have the following expertise and qualifications:

- At least a master's degree in Public Policy, International Development, Development Economics/Planning, Economic, Public Administration, and Management and in any other related university degree.
- Extensive expertise, knowledge, and experience in the field of evaluation of development programmes
- At least 10 years of experience in working with international organizations and donors;
- Experience of programme formulation, monitoring and evaluation;
- Fluency in English. Working knowledge in French is an added advantage; and

- Excellent written and verbal communication skills in English. Fluency in spoken French will be and added advantage.

10. Management Arrangements

The selected consultant will report to the review panel composed of two Government of Rwanda Representatives and two UNDP representatives. The Governance Head of Unit will provide technical guidance on evaluation and ensure independent of evaluation process, and that policy is followed. The SCBI project manager, the project coordinator will manage the evaluation and provide logistical support.

11. Time-Frame for the Evaluation Process

The evaluation will be conducted in March 2014 for an estimated 25 working days. The consultant will be provided with information to prepare (with the support of the UNDP Country Office) a table with tasks, timelines and deliverables, for which the consultants will be responsible and accountable, as well as those involving the commissioning office (UNDP-CO), indicating for each, who is responsible for its completion.

12. How to apply

Candidates should apply by presenting the following documents:

- a. **Letter of Confirmation of Interest and Availability** using the template provided by UNDP;
- b. **Personal CV or P11**, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c. **Brief description** of why the individual considers him/herself as the most suitable for the assignment, and a methodology, if applicable, on how he/she will approach and complete the assignment.
- d. **Financial Proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided.

13. Selection Criteria

Submissions will be evaluated in consideration of the Evaluation Criteria as stated below:

The offer will be evaluated by **using the Best value for money approach** (combined scoring method). Technical proposal will be evaluated on 70% whereas the financial one will be evaluated on 30%. Below is the breakdown of technical proposal on 100% which will be brought to 70%:

Criteria	Weight	Max. Point
<u>Technical</u>		
At least master's degree in Law, Public Policy and Management, Public Administration, Development studies, International Development, or any other relevant university degree;	10 %	10
Extensive expertise, knowledge, and experience in the field of Governance , Capacity Building ;	20 %	20
Overall Methodology	40%	40
Experience of programme formulation, monitoring and evaluation;	20%	20
At least 10 years of experience in working with international organizations and donors;	5%	5
Fluency in English and a working knowledge of one of the other language	5%	5
TOTAL	100%	100

Annex 1; Structure of the SCBI End of Project Evaluation Report

Title page

Name of programme or theme being evaluated

Country of project/programme or theme

Name of the organization to which the report is submitted

Names and affiliations of the evaluators

Date

List of acronyms

Executive summary

- A self-contained paper of 1-3 pages.
- Summarize essential information on the subject being evaluated, the purpose and objectives of the Capacity Building Project Evaluation methods applied and major limitations, the most important findings, conclusions and recommendations in priority order. (Maximum 5 pages)

(Main Report; Maximum 35 pages)

Introduction

- (Context and national priorities, goals, and methodology, brief description of the results)
- Describe the project/programme/theme being evaluated. This includes the problems that the interventions are addressing; the aims, strategies, scope and cost of the intervention; its key stakeholders and their roles in implementing the intervention.
- Summarize the Strategic Capacity Building Initiative purpose, objectives, and key questions. Explain the rationale for selection/non selection of evaluation criteria.
- Describe the methodology employed to conduct the SCBI End of Project Evaluation and its limitations if any.
- Detail who was involved in conducting the SCBI End of Project Evaluation and what were their roles.
- Describe the structure of the SCBI End of Project Evaluation report.
- A Reflection on the main findings which considers: (a) the results of the desk review of existing documentation available, and (b) the interviews conducted with all the stakeholder categories

Results by UNDAF Outcome: national progress, (specific contribution of UN agencies and resources mobilized etc.

Partnership and collaboration strategy among UNDP/ GoR/IPs, Donors; and evaluation of the efficiency and effectiveness of the SCBI project as a partnership framework

Major Challenges

SCBI Financial Management

Assessment of M&E process

Findings and conclusions

- State findings based on the evidence derived from the information collected. Assess the degree to which the intervention design is applying results based management principles and human rights based approach. In providing a critical assessment of performance, analyse the linkages between inputs, activities, outputs, outcomes and if possible impact. To the extent possible measure achievement of results in quantitative and qualitative terms. Analyse factors that affected performance as well as unintended effects, both positive and negative. Discuss the relative contributions of stakeholders to achievement of results. Assess how/if the intervention has contributed to gender equality and fulfilment of human rights.
- Conclusions should be substantiated by the findings and be consistent with the data collected. They must relate to the project objectives and provide answers to the evaluation questions. They should also include a discussion of the reasons for successes and failures, especially the constraints and enabling factors.

Recommendations and lessons learnt

- Based on the findings and drawing from the evaluator(s)' overall experience in other contexts if possible provide lessons learned that may be applicable in other situations as well. Include both positive and negative lessons.
- Formulate relevant, specific and realistic recommendations that are based on the evidence gathered, conclusions made and lessons learned. Discuss their anticipated implications. Consult key stakeholders when developing the recommendations.
- List proposals for action to be taken (short and long-term) by the person(s), unit or organization responsible for follow-up in priority order.

Annexes may include the following (maximum 10-15 pages)

- Attach ToR (SCBI End of Project Evaluation).
- List persons interviewed, sites visited.
- List documents reviewed (reports, publications).
- Data collection instruments (e.g. copies of questionnaires, Survey, etc.).
 - Assessment of the progress by outcomes in relevance to the nationally defined goals.
 - Photos
 - Stories worth telling (Most Significant changes [MSC])
 - List of used documents and persons met.

**The Strategic Capacity Building Initiative Evaluation Report should be developed in accordance with the UNEG “Standards for Evaluation in the UN system”, “Norms for Evaluation in UN System and “Ethical Guidelines for Evaluation.” Analysis should include an appropriate discussion of the relative contributions of stakeholders to results. It will consider the evaluation objectives as per relevance, effectiveness, efficiency, impact and sustainability of results, as well as the key issues of design, focus and comparative advantage.*

Annex 3: Sample Evaluation Matrix

Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods / Tools	Indicators/ Success Standard	Methods for Data Analysis
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