

## **United Nations Development Assistance Plan (UNDAP)**

**2013-2018**

### **Mid Term Revision (MTR)**

### **TERMS OF REFERENCE**

#### **1. Background and Context**

The UNDAP provides the overarching framework for the work of the United Nations in Rwanda and covers the period of 2013 to 2018. The UNDAP is in line with the national priorities under the Economic Development Poverty Reduction Strategy 2 (EDPRS 2), the Millennium Declaration and the Framework of the Millennium Development Goals (MDGs), and the Standard Operating Procedures (SOPs). The UNDAP is reviewed annually to assess key achievements for the year and contributions of each UN agency against each outcome detailed in the document.

The UNDAP has focused on three core results areas through which the UN will contribute to the national development agenda:

- a) Inclusive Economic Transformation;
- b) Accountable Governance;
- c) And Human Development/Foundational Issues (includes Humanitarian Response and Disaster Management as a sub-area).

These three focus areas respond directly to the key priorities articulated in EDPRS 2: Rapid Economic Growth; Youth Productivity and Employment; Rural Development; and Accountable Governance. Importantly, as an innovation to Delivering as One globally, the UNDAP contains as an integral component the Rwanda One UN Business Operations Strategy (BoS) for the acceleration and consolidation of the UN Operating as One.

The UNDAP uses the results-based management approach (RBM) and each UNDAP results area includes a set of key Programmes Outcomes and related outputs. The RBM and M&E Matrices elaborate concrete and measurable products to be delivered by the UN system in the context of Delivering as One and the contribution of specific UN Agencies. Measurable progress towards these Country Programme Outcomes is required in order to achieve the overall objectives of the UNDAP 2013-2018.

In terms of monitoring the implementation of UNDAP programme, two annual reports for 2013 and 2014. The UNCT has now decided to conduct a Mid-Term Review (MTR) before end of 2015, which marks the mid - point between the start of the UNDAP. The MTR will be based on the UNDAP Results Matrix, Joint Programmes, taking into account the existing M&E systems and the available information from previous reviews as well as data from the UN system and the development partners.

### ***Development Context – Global***

September 2015 marks the end date for the MDGs. The UN Summit at the General Assembly in September is expected to see world leaders agree upon the new development agenda for the post-2015 era. In December 2014 the UN Secretary General published a report that synthesized the full range of inputs available on the post-2015 development agenda, as an input to the intergovernmental negotiations. The report proposes one universal and transformative agenda for sustainable development, underpinned by rights, and with people and the planet at the center. An integrated set of six essential elements is provided to help frame and reinforce the sustainable development agenda and ensure that the ambition and vision expressed by Member States communicates and is delivered at the country level:

- a) Dignity : to end poverty and fight inequality;
- b) People : to ensure healthy lives, knowledge and the inclusion of women and children;
- c) Prosperity : to grow a strong, inclusive and transformative economy;
- d) Planet : to protect our ecosystems for all societies and our children;

- e) Justice : to promote safe and peaceful societies and strong institutions; and
- f) Partnership : to catalyse global solidarity for sustainable development.

Contributing to the six elements, are the 17 proposed Sustainable Development Goals (SDGs) and 169 targets put forward by an open working group of the General Assembly.

### ***Development Context – National***

The Government of Rwanda fully adheres to the globally felt need of promoting sustainable development by especially mainstreaming its principles into economic transformation strategies through the umbrella of EDPRS 2. Rwanda is recognized as one of the few countries that are likely to meet the majority of the MDGs. The Country has therefore been selected to share with the rest of the World its best practices and experience throughout the MDGs era through the ongoing Post 2015 Consultations. Rwanda contributed to the inclusive dialogue on “ Building Effective and Strong Institutions” thematic area of the Consultations for which the Country Report has been submitted in November 2014. In the area of rural productivity, employment, governance, climate change and disaster risk reduction, Rwanda continues to put in place regulatory and policy framework to pursue sustainable progress. In September 2014, the Government of Rwanda officially launched the Fund for the Environment and Climate Change (FONERWA), a ground breaking initiative and the biggest of its kind in Africa. Rwanda is committed to using well researched evidences for policy making and planning. The 2012 General Population and Housing Census results published in March 2014 showed an unprecedented demographic dividend for Rwanda with a predominance of the working age population. Employment creation is seriously taken as one of the pillars of the economic transformation pathways. This is evidenced by the EDPRS 2 target of creating at least 200,000 new jobs annually. The year 2014 marked a number of events officiating the setting up of enabling policy framework to that end.

Women economic empowerment is another major policy orientation for Rwanda besides its noticeable advancement in empowering them in decision making after topping the list globally in having highest representation of women in parliament.



## 2. Specific Objectives of the MTR:

The UN is looking for a consultancy firm to work on the objectives below. We estimate between 45 to 50 days of work, but the review period runs from September 2015 to January 2016.

- a) To validate the continued relevance, effectiveness, efficiency, coherence, and sustainability of UNDAP in delivering on agreed outcomes and their contribution to national development efforts in view of the emerging sustainable development agenda;
- b) To capture and assess results achieved within the first two years of UNDAP implementation and identify major constraints faced by the UN and implementing partners, document lessons learned, and make recommendations for overcoming implementation challenges and supporting results achievement during the remaining period of the UNDAP;
- c) To determine the adequacy of the existing systems, structures and business processes for implementing the UNDAP programme (the working groups, the resource framework, the joint programmes, and BOS,) with a view of improving the functioning of the One UN machinery and “fitness for purpose” to realize the UNDAP goals;
- d) To assess funding gaps and resource constraints for UNDAP implementation and review the UNDAP resources framework as needed;
- e) To provide inputs for the preparation or revision of annual work plans and the JPs and to adjust the Business Operations Strategy (BOS), and M&E plan as needed;
- f) Finally, ensure the UNDAP is gender responsive and adheres to Human Rights principles in its programming and implementation arrangements.

## 3. Scope, Methodology and Processes

This is an **independent review** of the UNDAP and will cover the period from July 2013 to June 2015. The **methodology** of the MTR will involve both primary and secondary data/information collection through conducting various MTR consultations at national and sub-national levels. The UN working groups’ representatives and government will carry out joint field monitoring visits to selected sites as needed to review results and identify challenges. The MTR will be conducted based on UNDG and UNEG



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Norms and Standards and Evaluation and Ethical standards, as well as OECD/DAC evaluation principles. The primary data/information gathering process may include interviews with key stakeholders and partners and also focus group discussions; these interviews may cover UN heads of agencies, UN programme staff, relevant government officials at both national and sub-national levels, development partners, and civil society representatives.

The UN RCO Coordination Specialist (Task Manager) will provide coordination support to the MTR process, in close collaboration with the MTR Review Steering Committee (RSC), and MTR Review Management Group (RMG), Programme Planning and Oversight Committee and Government Representatives.

In preparing the MTR report, the consultant is expected to draw upon all available material to conduct the analysis. This may include some field visits. The context analysis should include for example, but not be limited to, a review of key Government documents, UNDAP, annual review and reports, agency specific review and other relevant Development Partners recent country diagnostic reports.

Potential Review Questions:

The questions will include but not limited to the draft questions below.

**A. *Relevance (design and focus of UNDAP/JPs)***

Assess to which extent the UNDAP is still relevant to national and international priorities taking into account the rapidly changing national context and development priorities as well as the emerging SDGs.

Some key questions will include:

- To what extent the current UNDAP still relevant to the national priorities, and emerging global development agenda including EDPRS II and Post 2015 Agenda?
- Has the UN recognized and effectively responded to urgent and emerging priorities which were not originally in the UNDAP?



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- Are human rights and gender equality adequately addressed throughout the UNDAP? To what extent is the UN ensuring that the most vulnerable populations know, demand and enjoy their human rights)

***B. Effectiveness (the management processes and their appropriates in supporting delivery)***

- What have been the major achievements and their contribution to EDPRS II outcomes?
- What are the key lessons learnt since the UNDAP commenced in 2013, Identify UN contributions, gaps and/or opportunities for further progress, to the country's development priorities as identified in the UNDAP results and indicators framework?
- What are the major bottlenecks hampering the achievements? What modifications are required to address those?
- Forward looking recommendations for adjustments to UNDAP design and architecture Identify entry points to increase UN relevance to deliver on the national priorities and new global sustainable development agenda;
- Assess to what extent the UNDAP M&E plan is being implemented and to what extent the UNDAP M&E tools including indicator, target and strategies are still the suitable for effective monitoring and evaluation of UNDAP indicators and target set out in the UNDAP. (the need for review should come from the MTR we should not already put that we want review these in the TORs);
- To what extent Joint Programme contribute to UNDAP results framework? Is the joint programme approach most effective way to deliver results?
- To what extent is the design of the UNDAP and its coordination architecture relevant to the rapidly evolving international and national development context? Are revisions required to ensure that the UN Rwanda is "Fit for Purpose"?
- Are there any emerging issues which should be reflected in UNDAP?

**C. *Efficiency (of UNDAP/JP implementation)***

- Were adequate financial resources mobilised for the One Programme (was the planned budget realised)? What are the structural barriers preventing more effective resource mobilization? Is there a discernible common funds mobilisation strategy? To what extent has it been implemented?
- To What extent joint programmes are contributing to reduction of transaction cost?
- To What extent the BOS has contributed to reduction of transaction costs?

**D. *Sustainability (indications of sustainability of systems and institutions)***

Analyze to what extent results achieved and strategies used by the supported Country Programmes and projects are ***sustainable*** (i) as a contribution to national development and (ii) in terms of the added value of UNDAP for cooperation among individual UN agencies. The following questions could be addressed:

- To what extent and in what ways have national capacities been enhanced in government, civil society and NGOs?
- Have complementarities, collaboration and / or synergies fostered by UNDAP contributed to greater sustainability of results of Country Programmes and projects of individual UN agencies?
- What percentage of the UNDAP intervention likely to continue when UN support is withdrawn?
- What percentage of the strategy or the intervention models have been scaled-up by the government so far?
- What percentage of the UNDAP intervention likely to continue when UN support is withdrawn?
- What percentage of the strategy or the intervention models have been scaled-up by the government so far?





**4. The MTR process will include the following steps:**

**a) Desk review (secondary data)**

The desk review will include *a literature review and analytical secondary research* on available national data (DHS, IEC, UNDP annual report, UNGAS Reports, published studies, researches, programme evaluations etc. (A list of key documents to be used will be prepared by the RCO)

**b) Interview with key stakeholders (primary data collection)**

Interviews with key stakeholders from government, NGO and development partners will take place in addition to focus group discussions.

**5. Time Frame, expected deliverables and implementation arrangements:**

The MTR process should start from September to January 2015 with estimated days of 45-50. Upon the signing of the contract, the firm will be given the necessary working documents for reference.

Activity	Deliverables	Time allocated
Review design, methodology, and detailed work plan Inception meeting initial briefing	Inception report	5 days
Document reviews and stakeholder consultations and field visits draft report. Data analysis, debriefing and power point and presentation on initial draft reviews report. Validation Workshop	Draft review report	30-33 days
Finalization incorporating additions and comments provided	Final review report	10-12 days





by all stakeholders and submission to Government and UN.		
<b>Total Number of Days</b>		<b>45-50 days</b>

**Inception report:** The firm will prepare an inception report which details the firms understanding of the scope of the review and how the review questions will be addressed. This is to ensure that the firm and the stakeholders - Rwanda Governance, UN, Development Partners, and other stakeholders have a shared understanding of the review. The inception report will include the review matrix summarizing the review design, methodology, evaluation questions, data sources and collection analysis tool for each data source and the measure by which each question will be based.

**Draft MTR report:** The firm will prepare draft the MTR report cognizant of the TOR and other agreed requirement. The report will be submitted to the Review Steering Committee through the Review Management Group for validation. Comments from the RSC will be provided within 10 days after receiving the Draft Report. The report will be reviewed to ensure that the review meets the required quality criteria. The report will be produced in English.

**The Final MTR Report:** The final time bound report including recommendations (30-50 pages); revised UNDAP results framework with its theory of change will include comments from the Steering Committees, and UNCT and its working groups.

**6. Duty Station**

The duty station of the review is Kigali, Rwanda. The firm will be required to travel to project sites outside Kigali.



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## **7. Scope of Price Proposal and schedule of payments**

The firm shall be paid the agreed rate upon completions of the following milestones.

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

Implementation arrangements and provision of monitoring and progress controls. The principal responsibility for overseeing the MTR lies with the RCO (Task Manager), and Review Management Group. UNDP will contract the consultant.

## **8. 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%. A two-stage procedure is utilized in evaluating the proposals, with the technical evaluation being completed prior to any financial proposal being opened and compared. Only proposals that achieve above the minimum of 49 points (i.e. at least 70% of the total 70 points) on the technical proposal shall have their financial proposals reviewed.

## **9. Evaluation of Financial proposal (30 points)**

If the technical proposal achieves the minimum of 49 points, the competitiveness of the financial proposal will be taken into account in the following manner:

The total amount of points for the fees component is 30. The maximum number of points shall be allotted to the lowest fees proposed that is compared among the applicants which obtain the threshold points in the evaluation of the substantive presentation.

## **10. Detailed Selection Criteria**

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



<b>Summary of Technical Proposal Evaluation Forms</b>		<b>Score Weight</b>	<b>Points Obtainable</b>
	Expertise of Firm / Organization	30%	300
	Proposed Methodology, Approach and Implementation Plan	40%	400
	Key Personnel	30%	300
<b>Total</b>			<b>1000</b>

<b>Technical Proposal Evaluation Form 1</b>		<b>Points obtainable</b>
<b>Expertise of the Firm/Organization</b>		
	Reputation of Organization and Staff / Credibility / Reliability / Industry Standing	50
	General Organizational Capability which is likely to affect implementation <ul style="list-style-type: none"> <li>- Financial stability</li> <li>- loose consortium, holding company or one firm</li> <li>- age/size of the firm</li> <li>- strength of project management support</li> </ul>	60
	Extent to which any work would be subcontracted (subcontracting carries additional risks which may affect project implementation, but properly done it offers a chance to access specialized skills.)	15
	Quality assurance procedures, warranty, and previous	25



	clients and partners – please provide names/contacts and references.	
	<p>Relevance of:</p> <ul style="list-style-type: none"> <li>- Previous experience (at least 10 years) in undertaking evaluations, reviews, research, strategic analysis across multiple sectors.</li> <li>- Experience on Projects evaluations and analysis in the Region, Work for UN/ major multilateral/ or bilateral programmes on evaluations and reports.</li> </ul> <p>Quality of relevant sample materials related to development submitted, such as research studies, evaluations, policy briefs etc.</p> <p>High degree of professionalism and able to adhere to agreed timelines and deliverables whilst maintaining quality products.</p>	150
		300

<b>Technical Proposal Evaluation</b>		<b>Points Obtainable</b>
<b>Form 2</b>		
<b>Proposed Methodology, Approach and Implementation Plan</b>		
	To what degree does the Proposer understand the task?	30
	<p>Have the important aspects of the task been addressed in sufficient detail?</p> <p>Is the proposal based on understanding of the project environment and was this data input properly used in the</p>	70



	preparation of the proposal?	
	Are the different components of the project adequately weighted relative to one another?	20
	Is the conceptual / methodology framework adopted appropriate for the task?	65
	Is the scope of task well defined and does it correspond to the TOR?	130
	Is the presentation/ proposal clear and is the sequence of activities and the planning logical, realistic and promise efficient implementation to the project?	85
		400

	Senior Expert		
	General Qualification		
	Suitability for the Project		
	Equivalent of Master Degree – Development studies, Statistics, Economics, Business, Law, Politics or related area. Additional training in RBM and a demonstrations UNEG guidelines will be an advantage.		50
	- Experience in programme evaluations, reviews research, RBM, analysis, facilitations, ICT skills, and clear presentations.		180



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	- Working knowledge of the region, DaO policies and practice including the standard operating procedures,			60
	- English Language.			10
	Total			300