Terms of Reference

Final evaluation: “Strengthening Institutional Capacity of the Ministry of Natural Resources in Rwanda (SICM)”

<table>
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<tr>
<th>Application Type:</th>
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<tbody>
<tr>
<td>Job Title:</td>
<td>International Consultant</td>
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<tr>
<td>Category:</td>
<td>Final evaluation</td>
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<tr>
<td>Duty Station:</td>
<td>Kigali, Rwanda</td>
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<td>Application Deadline:</td>
<td>2 October 2017</td>
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<tr>
<td>Type of contract:</td>
<td>Individual or company contract (national or international)</td>
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<tr>
<td>Expected starting date:</td>
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<td>Duration of assignment:</td>
<td>30 working days</td>
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I. BACKGROUND AND CONTEXT

Government’s policy framework for attaining its goal of sustainable development is a sustained inclusive economic green growth, which expressly defines key sectors. One of the strategic areas is the environment sector in which specific actions are geared towards environmental protection and economic diversification for sustainable development thereby safeguarding the health and incomes of rural and urban populations. The promotion of a sustainable environment is not incompatible with poverty reduction through economic development; but rather depends on it. One important factor for promoting a sustainable environment is the conservation of services that are vital to mankind and which are provided by the ecosystem, such as food, shelter and building materials. Another equally important aspect is the need to control water, soil, air and atmospheric pollution. These environmental issues are of special importance to the Government of Rwanda. Rwanda’s progress in economic and social development over a substantial period has been notable. The country’s national development is guided by the long-term Vision 2020. The Vision is elaborated into medium term actions in
the Economic Development and Poverty Reduction Strategy (EPDRS) that are implemented through the respective Sector Strategic Plans nationally and District Development Plans at local level. The EICV4 reports that the country sustained GDP of 8% for over a decade, mainly driven by agriculture (33% of GDP) and services (47% of GDP); One million people lifted out of poverty; poverty reduced from 59 percent to 39 percent and; inequality reduced from 0.507 to 0.448. The report also shows that all MDGs were achieved at goal level except for the poverty goal, which was partially met, falling short on stunting and poverty targets. However, Rwanda’s population still highly depends on land and water resources for livelihoods mainly from subsistence agriculture. National statistics show that close to 80% of rural population of Rwanda depends on wood-based fuel for cooking, posing an increasing threat to forest cover, reduced carbon sequestration and degradation. Going forward, Vision 2020 was updated with the GGCRS strategic objectives to include a focus on green growth and EDPRS 2 with Green Economy priorities. The country is currently implementing its second 5-year phase of EDPRS 2 (2013-2018) with targets to achieve an even higher growth rate of 11.5 percent by 2018, reduced poverty to 30% and to create 200,000 off-farm jobs annually while maintaining high standards of Accountable Governance.

**Brief description of the project**

It is a 5-year programme, which provided support to build the institutional capacity of MINIRENA so it could effectively deliver on its mandate and ensure the Environment and Natural Resources Strategy is implemented. Specifically, the programme will strengthen the Ministry’s planning and co-ordination capacity, improve operational management processes for better service delivery and enhance knowledge, experience and know-how across the technical and corporate services within the Ministry. The support will also develop MINIRENA’s capacity for outreach and engagement with state and non-state actors so that MINIRENA can more effectively influence the agendas of other institutions active in the Environment and Natural Resources (ENR) sector. The introduction of a results-based Monitoring and Evaluation System using Electronic Data Collection methods will enable MINIRENA staff to track the ENR’s contribution to delivering on EDPRS 2 targets. Support will also be provided to the strategically important mining sub-sector to strengthen the legislative, regulatory and fiscal framework and develop the institutional capacity of RNRA to effectively govern mining operations in line with the new Mining Sector Policy. The programme will provide support to finance consultancies, services, equipment and operating costs. It is envisaged that the programme will require substantive technical support that will build on the extensive analytical work funded by Sida and UNDP. However, given the identified capacity gaps of MINIRENA, the design prioritises key areas for capacity intervention and proposes a phased intervention to better align with programme management capacity. To help build skills and reinforce government ownership and sustainability, the programme will integrate programme coordination and management into MINIRENA’s institutional structure (initially within the Sector Wide Approach (SWA) and then the Single Project Implementation Unit (SPIU) once established) rather than using a separate programme implementation unit. Technical Assistance, funded by the Swedish International Development Cooperation Agency (Sida) through the United Nations Development Programme (UNDP), will be provided for the implementation of the M&E System to enable the measurement of impact, outcome and output objectives in the ENR strategy. This builds on the partially developed M&E system funded by Sida during 2012/13.
The programme aims at strengthening the institutional capacity of MINIRENA to plan, co-ordinate, and monitor and evaluate the 5 year ENR Sector Plan through a series of strategic interventions. The proposed support is intended not only to develop capacity but also to utilise and retain the capacity developed.

The programme objective is to: **develop the institutional capacity of MINIRENA to manage the ENR sector in an integrated manner at the national and local levels.**

The programme objective will be achieved through **five outputs.**

1. Strengthened planning and co-ordination capacity for informed policy and decision-making;
2. Strengthened operational performance of MINIRENA for improved service delivery;
3. Strengthened capacities for outreach, engagement and partnerships with state and non-state institutions in the ENR sector;
4. Results based M&E System for ENR Sector developed and implemented; and
5. Strengthened legal, regulatory and fiscal framework and enhanced institutional capacity of RNRA to effectively govern mining operations.

Due to financial constraints, the project has been reviewed and the scope scaled down to two outputs from five which were agreed upon in Project document. The retained Outputs are:

1. Strengthened planning and co-ordination capacity for informed policy and decision-making;
2. Results based M&E System for ENR Sector developed and implemented

### 2. EVALUATION PURPOSE

This final evaluation will produce an evaluation report containing a detailed list of lessons learned. The evaluation report is aimed at critically assessing the stages of the SICM and its products through participatory approaches, measuring to what extent the objective/outputs/activities have been achieved against the results and resources framework, and identifying factors that have hindered or facilitated the success of the project. The lessons learned section is aimed at capturing key lessons to assess what capacity building approaches/measures were effective. This part is therefore forward-looking and is aimed at promoting SICM’s lessons so that the legacies of the project will be replicated and sustained beyond the project lifetime.

### 3. EVALUATION SCOPE AND OBJECTIVES

**Objectives**
In line with the project's objectives, UNDP Rwanda, in collaboration with the project's implementing partner (MINIRENA), plans to conduct a final evaluation of the project. The evaluation aims to assess the achievements of the planned outputs and outcomes. The final evaluation main objectives are the following:

- Assess the Project's implementation strategy.
- Assess the relevance, efficiency, effectiveness, sustainability, and impact of the interventions.
- Assess the mainstreaming of UNDP programming principles (gender, human rights, RBA, environment, capacity building)
- Assess the Project's processes, including budgetary efficiency
- Assess the extent to which planned activities and outputs have been achieved.
- Identify the main achievements and impacts of the project's activities
- Identify the underlying causes and issues of non-achievement of some targets
- Assess the project exit strategy
- Document lessons learnt
- Formulate key recommendations for the way forward for the programme

**Scope**

SICM will be evaluated using the following UNDP evaluation criteria guided by the principles of gender, the rights-based approach and human development: relevance, effectiveness, efficiency, sustainability and impact. The final evaluation will focus on the following aspects: A) project objective/outputs; B) Progress in the achievement of outcomes/outputs C) processes; D) sustainability of results; E) Gender Equality and Women's Empowerment (GEWE) and the rights-based approach F) monitoring and evaluation; and G) conclusions and lessons learned. For each aspect, a wide array of factors will be considered, including but not limited to:

**A) Project objective/outputs**

i. **Outcome, Output, Activities**
- Effectiveness and efficiency of project activities

**B) Progress in the achievement of outcomes/outputs, measured against the baselines and indicators set at the outset of the project**

**C) Processes**

i. **Institutional arrangement**
- Formulation and implementation stages
- Consultative processes
- Technical support by UNDP CO, and regional teams during formulation and implementation
- Capacity building initiatives
- Assumptions and risks
- Project related complementary activities

ii. **Partnerships**
- Assessment of national level involvement and perception of partners
• Assessment of local partnerships and their involvement
• Assessment of collaboration between government, non-governmental organisations, the private sector, and regional/international organisations

iii. Processes and Administration
• Project administration procedures
• Milestones (log-frame matrix, RRF)
• Key decisions and outputs
• Project oversight and active engagement by UNDP Country Office and the project board
• Coordination between UNDP Country Office and government executing agency

iv. Disbursements
• Overview of actual spending against budget expectations
• Analyse disbursements to determine if funds have been applied effectively and efficiently

v. Budget procedures
• Effectiveness of project document to provide adequate guidance on how to allocate the budget
• Audits and any issues raised in audits and subsequent adjustments to accommodate audit recommendations
• Review budget revisions and provide an opinion on the appropriateness and relevancy of such revisions

vi. Coordination mechanisms
• Appropriateness and efficiency of coordinating mechanisms and approaches between implementing partners and oversight bodies
• Propose improved coordination mechanisms and approaches

D) Sustainability of Results
• Evaluate SICM’s strategy to promote the sustainability/replicability of results
• Identify evidence showing that the results/lessons of SICM can been replicated to other sectors
• Analyse risks to ensuring sustainability of the project outcomes and results (i.e. country ownership, financial, institutional capacity)

E) Gender Equality and Women’s Empowerment (GEWE) and Human-Rights Based Approach (HRBA)¹

¹ For more guidance on this, the consultants will be requested to use UNEG’s Guidance in Integrating Human Rights and Gender Equality in Evaluation” [http://uneval.org/document/detail/1616](http://uneval.org/document/detail/1616)
• Address how well mainstreaming of GEWE were considered in the design, implementation and outcome(s) of the project
• Assess the extent to which the project facilitated the capacity of rights-holders to claim their rights and duty-bearers to fulfil their obligations
• Evaluate how well the intervention sought to strengthen the application of the rights-based approach and mainstream gender in development efforts

F) Monitoring and Evaluation

• Identify problems/constraints, which impacted on successful delivery of the project
• Identify threats/risk to project success that emerged during implementation and strategies implemented to overcome these threats/risks
• Assess the Monitoring & Evaluation systems and plans, whether they were well designed, implemented and budgeted, and their contribution to the compulsory quarterly and annual reporting processes at the national and regional levels
• Assess the extent, appropriateness and effectiveness of adaptive management at all levels of the project implementation

G) Conclusions, Lessons Learned

• Assess substantive reports (e.g. risk assessment, progress reports of certain adaptation measures, lessons learned documents)
• Identify key lessons emerging from countries
• Identify effective approaches/measures (by sector and spatial scale)
• Identify elements hindering or promoting success

4. EVALUATION

Evaluation criteria

The project will be evaluated on the basis of the DAC evaluation criteria:

• Relevance: measures whether the project addresses an important development goal and whether its objectives are still valid.
• Effectiveness: measures whether the project activities achieve its goal.
• Efficiency: measures the cost effectiveness, i.e. the economic use of resources to achieve desired results.
• Sustainability: measures whether the benefits of the project are likely to continue after donor funding has been withdrawn. The project needs to be environmentally as well as financially sustainable.
• Impacts of intervention: measure the positive and negative changes produced by the project, directly or indirectly, intended or unintended.
Evaluation questions

More specifically, the final evaluation aims at addressing the following questions for each evaluation criteria:

Relevance

- Where is this Project being implemented? How was the Project site selected? What has been the main focus of the project implementation so far? Who are the main beneficiaries? How were they selected? How was the project aligned to the national development strategy (EDPRS 2, Vision 2020)?
- The extent to which the project activities are suited to the priorities and policies of the target group, recipient and donor.
- To what extent are the objectives of the project still valid?
- Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the project consistent with the intended impacts and effects?

Effectiveness

- To what extent were the objectives achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- Did the activities contribute to the achievement of the planned outputs?
- Have the different outputs been achieved?
- What progress toward the outcomes has been made?
- To what extend the design, implementation and results of the project have incorporated a gender equality perspective and human rights based approach? What should be done to improve gender and human rights mainstreaming?
- What has been the result of the capacity building/trainings interventions? Were qualified trainers available to conduct training?
- How did UNDP support the achievement of project outcome and outputs?
- How was the partnership strategy conducted by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other projects?

Efficiency

- Were activities cost-efficient?
- Were objectives achieved on time?
- Was the project implemented in the most efficient way compared to alternatives?
- What was the original budget for the Project? How have the Project funds been spent? Were the funds spent as originally budgeted?
- Are there any management challenges, which affected efficient implementation of the Project? What are they and how were they addressed?

Sustainability
- To what extent the design, implementation and results of the project have incorporated environment sustainability? What should be done to improve environmental sustainability mainstreaming?
- To what extent will the benefits of the programme or project continue after donor funding stops?
- What were the major factors that influenced the achievement or non-achievement of sustainability of the programme or project?
- Does the project have a clear exit strategy?

**Impact of interventions**

- What are the stated goals of the Project? To what extent are these goals shared by stakeholders? What are the primary activities of the programme and expected outputs? To what extent have the activities progressed? How did the project contribute to the achievement of UNDAP and EDPRS II outcomes and outputs?
- What has happened as a result of the project?
- How many people have been affected?
- Has the project contributed or is likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the project?
- What difference has the project made to beneficiaries?
- How did the role of UNDP in the project contribute to the UNDAP and EDPRS II outcomes and outputs?

**5. METHODOLOGY**

A consultant will be recruited. S/he will undertake evaluation through the following 3 main steps: 1) review of documentation (home-based); 2) interviews in the field with stakeholders (mission); and 3) follow-up inquiries by phone/email and develop final products (home-based).

Before the mission, the consultant will coordinate closely with project manager and respective UNDP Officer to get necessary documents for home-based desk review and schedule mission appointments.

The evaluation will be conducted in a participatory manner through a combination of processes. It is anticipated that the methodology to be used for the Final Evaluation will include the following:

1) **Review of documentation including but not limited to:**
   - Project document
   - Quarterly/annual progress reports and work plans of various implementation task teams
   - Audit reports
   - Internal Review report
   - Final project review report, wherever available
   - Financial reports
   - Capacity development report
   - Communication strategy
• Mission reports
• Strategy documents
• Guidelines/discussions papers
• Outreach materials
• Minutes of project steering committee meetings, Sector Working Group, Joint Sector Review report
• Monitoring and evaluation framework

2) Interviews in the field with stakeholders including, but not limited to:
• Project team
• Implementing Partner
• ENR’s Focal point at Swedish Embassy
• Oversight body (UNDP CO and Project Steering Committee)
• Project stakeholders/beneficiaries

3) Additional documents/information:
The above-referenced documents will be made available to the evaluator by UNDP in advance of the missions and, to the extent possible, in electronic format. However, the list is not exhaustive and thus subject to changes.

• UNDP Evaluation Policy (2006) - This evaluation policy sets out the purpose and basic principles of evaluation, and defines the institutional architecture for UNDP and its associated funds and programmes.
• Handbook on Planning, Monitoring and Evaluating for Development Results – Support document for UNDP in becoming more results-oriented and to improve its focus on development changes and real improvements in peoples’ lives.
• Outcome Evaluation Guidelines
• Evaluation Resource Centre - [https://erc.undp.org/](https://erc.undp.org/)
• EvalNet – EvalNet is a knowledge practice network, managed by the Evaluation Office, which aims to promote sharing of experiences, lessons and good practices in evaluation among its members. It has a number of products; including bi-monthly resource packages, consolidated replies and e-discussions. The network is open to external evaluation practitioners on invitation basis.
• ADR Guidelines - The Assessment of Development Results (ADR) is the independent country-level evaluation tool used by the UNDP Evaluation Office to find out how the organisation is contributing to national development results
6. DELIVERABLES (EVALUATION PRODUCTS)

The consultant will be expected to produce:

1) **Evaluation inception report** – An inception report should be prepared by the evaluators before going into the full fledged data collection exercise. It should detail the evaluators’ understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating lead responsibility for each task or product. The inception report provides the programme unit and the evaluators with the opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.

2) **Draft evaluation report** – To be reviewed by key stakeholders to ensure that the evaluation meets the required quality criteria.

3) **Final evaluation report** - The report should not be more than 40 pages. It should be structured along the outline indicated in Annex 2. It includes detailed lessons learned component and a list of all people interviewed in annex.

4) **Presentation of evaluation** – Power Point presentation of evaluation to key stakeholders should be prepared after submission of final evaluation report.

The draft and final evaluations of the products should be submitted to UNDP CO. The consultancy fee will be paid upon completion of the above listed deliverables.

7. EVALUATION TEAM COMPOSITION AND REQUIRED COMPETENCIES

The consultant should ideally have the following competencies, qualifications and attributes:

Expertise in:

- Capacity building and strengthening institutions
- Policy framework strengthening/mainstreaming
- Climate change adaptation
• Good knowledge of the UNDP Evaluation Policy;
• Experience applying UNDP Results Based Evaluation Policies and Procedures;
• Good knowledge of the UNDP NIM Guidelines and Procedures;
• Knowledge of Result-Based Management Evaluation methodologies;
• Knowledge of participatory monitoring approaches;
• Experience applying SMART indicators and reconstructing or validating baseline scenarios;
• Demonstrable analytical skills;
• Some prior knowledge of the Africa Adaptation Programme and working experience in Africa will be considered an asset.
• Master’s degree in a relevant field such as Economics, Development Economics, Biology, Environmental Sciences Natural Resources Management, from a recognized University.

**Competency in the following is required:**

• Excellent English writing and communication skills
• Demonstrated ability to assess complex situations in order to succinctly and clearly distil critical issues and draw forward looking conclusions
• Excellent facilitation skills
The consultant must be independent from the delivery and management of development assistance process that is relevant to the Project’s context. Therefore, applications will not be considered from those who have had any direct involvement with the design or implementation of the Project. Any previous association with the Project must be disclosed in the application. This applies equally to firms submitting proposals as it does to individual evaluators. If selected, failure to make the above disclosures will be considered just grounds for immediate contract termination, without recompense. In such circumstances, all notes, reports and other documentation produced by the evaluator will be retained by UNDP.

**8. HOW TO APPLY**

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

*Evaluation Criteria (Total of 100 points):*

a) Master’s degree in a relevant field such as Economics, Development Economics, Biology, Project Management and Evaluation, Natural Resources Management, Environmental Sciences from a recognized University **(15 points)**;

b) Minimum ten years work experience in related fields such as Poverty Reduction Strategies, policies, Monitoring and Evaluation and strategic planning, and more specifically, the suitable candidate should have significant experience in capacity
building, policy frame work/mainstreaming, Knowledge of Result-Based Management Evaluation methodologies (30 points);

c) Good knowledge of the UNDP Evaluation Policy, experience applying UNDP Results Based Evaluation Policies and Procedures, good knowledge of the UNDP NIM Guidelines and Procedures, knowledge of Result-Based Management Evaluation methodologies, knowledge of participatory monitoring approaches; experience applying SMART indicators and reconstructing or validating baseline scenarios, demonstrable analytical skills, good knowledge of ENR sector in Rwanda (10 points);

d) Adequate methodology and work plan (40 points);

e) Fluency in English (5 points).

In order to qualify for further consideration the Individual Consultant must accomplish a minimum score of 70 points (technical qualification). A cumulative analysis will be applied. Candidates who qualify for further consideration may be invited for a personal interview.

The Basis of Award will be to the Individual Consultant who qualifies in both Technical and Financial Evaluation and Personal Interview.

Interested consultants are required to submit an expression of interest and relevant Curriculum Vitae that demonstrates the qualifications, skills, experience and track record to deliver the services required and that reflects an understanding of key issues relating to the scope of work. Please also provide three contactable references. In addition to that the consultant shall submit a joint technical and financial proposal which should indicate total dollar amount and other resources available for the evaluation (consultant fees, travel, subsistence allowance, etc.) This is not a detailed budget but should provide information sufficient for evaluators to propose an evaluation design that is feasible within the limits of available time and resources. If the available amount is not sufficient to ensure the high quality of evaluation products, discussions can take place between the evaluators and the commissioning unit early on in the process.

Submissions are to be made by email to: offers.rw.undp.org by no later than 12h00 on 10th September, 2017. Note that no hard copy submissions will be accepted unless deemed necessary by Agency.

Inquiries can be directed to Janvier Ntalindwa at janvier.ntalindwa@undp.org

9. EVALUATION ETHICS

The evaluation will be undertaken in-line with the following principles:

• Independence
• Impartiality
• Transparency
• Disclosure
• Ethical
• Partnership
• Competencies and Capacities
• Credibility
• Utility

10. IMPLEMENTATION ARRANGEMENTS

The evaluation will be conducted for a period of 30 days of which the consultant will conduct the detailed final Evaluation with methodology which will be agreed as part of the contract finalisation process by way of virtual communication with relevant UNDP representatives.

The consultant will start the evaluation processes with an inception meeting with relevant the UNDP representative(s). The consultant should submit an inception plan based on the meeting within the issuance of contract. S/he will then undertake the review of documentation (home-based), interviews with key stakeholders/field visits (mission), preparation of an evaluation report and lessons learned documents (home-based). S/he will submit the draft products to UNDP CO for comments and finalise the products after receiving the feedback.

The consultant will report to and be evaluated by the Single Project Implementation Unit’s Coordinator, Innocent Musabyimana, and the UNDP Focal point for SICM Country Office, Mr Janvier Ntalindwa (in collaboration with other stakeholders e.g. Government of Rwanda and Swedish Embassy and Belgium Technical Cooperation).

11. TIME FRAME FOR THE EVALUATION PROCESS

The suggested timeline/tasks are as follows:

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<th>Action</th>
<th>Suggested timeframes (days)</th>
<th>Responsible party</th>
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<tr>
<td>Step 1: Review of documentation (home-based) and submission of inception report</td>
<td>5 working days</td>
<td>Evaluation consultant</td>
</tr>
<tr>
<td>Step 2: Interviews with key stakeholders (mission) and submission of draft of final evaluation report</td>
<td>10 working days</td>
<td>Evaluation consultant</td>
</tr>
<tr>
<td>Step</td>
<td>Description</td>
<td>Duration</td>
</tr>
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<tr>
<td>3</td>
<td>SICM’s stakeholders to review the drafts and submit comments to the consultant</td>
<td>5 working days</td>
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<tr>
<td>4</td>
<td>Finalise an evaluation report and a policy brief that reflect comments (home-based)</td>
<td>5 working days</td>
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<tr>
<td>5</td>
<td>Prepare presentation of evaluation to relevant stakeholders</td>
<td>5 working days</td>
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<td></td>
<td><strong>Total duration</strong></td>
<td>30 working days</td>
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12. PRICE PROPOSAL AND SCHEDULE OF PAYMENTS

The consultancy fee will be paid as a Lump Sum (inclusive of all expenses related to the consultancy), and will be fixed regardless of changes in the cost components of the consultancy. The consultancy fee will be paid upon completion of the following milestones:

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

UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and person with disabilities are equality encouraged to apply. All applicants will be treated with the strictest confidence.

Approved by: Mr. Fodé Ndiaye,

**UNDP Resident Representative**

Signature: .................................................................