

TERMS OF REFERENCE

Country Program Evaluation (CPE) of UN Women Rwanda Country Office Strategic Note 2019-2024

I. Background

The [Rwanda Country Office](#) Strategic Note is the main planning tool for UN Women’s support to normative, coordination and operational work in Rwanda. This evaluation will consider the Strategic Note covering the period January 2019 – December 2024¹ as a precursor action to the development of a new Strategic Note which will start in February 2024.

The Strategic Note is linked to the UN Women Global Strategic Plan and country-level [United Nations Development Assistance Framework 2019-24](#). The Rwanda Country Office Strategic Note supports and contributes towards the following [UN Women 2022-25 Strategic Plan](#) Impact and Systemic outcomes:

Impact	Outcomes
1. Governance and participation in public life	1: Global normative frameworks, and gender-responsive laws, policies and institutions
2. Women’s economic empowerment	2: Financing for gender equality
3. Ending Violence Against Women	3: Positive social norms including by engaging men & boys
	4: Women's equitable access to services, goods and resources
	5: Women’s voice, leadership and agency
	6: Production, analysis and use of gender statistics and sex-disaggregated data

The strategic note is aligned to Rwanda’s national development plans, including the National Strategy for Transformation 2017-2024, the 2030 UN Agenda for Sustainable Development and the Sustainable Development Goals (SDGs), the African Union Agenda 2063, and the East African Community (EAC) Vision 2050.

The Strategic Note is grounded in the standards, principles and obligations of the Convention to Eliminate all forms of Discrimination Against Women (CEDAW), Beijing Declaration and Platform for Action, Concluding Observations of the Commission on the Status of Women, Sustainable Development Goals, and the AU Protocol on the Rights of Women in Africa, among others.

Policy Environment

Gender equality and women empowerment (GEWE) considerations are mainstreamed in all development frameworks, including Rwanda’s Vision 2020, the Economic Development and Poverty Reduction Strategy (EDPRS2), sector and development plans, the National Strategy for Transformation 2017 – 2024 (NST1), and Vision 2050. These key documents emphasise women’s economic empowerment and women leadership and participation as tenets of economic, social and governance transformation.² Additionally, the National Gender Policy and GBV policy were revised and adopted in 2021.³ Gender equality is also now mainstreamed in *Imihigo*, the performance contract for districts.⁴

Since 2013, the body of laws to advance GEWE has been strengthened. Discriminatory legal provisions, including those relating to inheritance, paid maternity leave and land ownership, have been repealed. The Government of Rwanda has institutionalized Gender Responsive Budgeting (GRB) and Gender Budget Statements (GBS). This has resulted in increased budgets to gender equality and women’s empowerment.⁵

Rwanda has also demonstrated commitment to implementing global instruments for gender equality. The latest report to the CEDAW Committee covering the period of 2017-2021 and the country’s Beijing +25 report in 2019 indicate significant progress.⁶

Rwanda is leading the HeForShe Campaign, with over 200,000 signatories and three commitments to bridge the gender digital divide by 2020, triple girls’ enrolment in TVET and eradicate gender-based violence.⁷ Rwanda has committed to the Generation Equality Action Coalition Technology and Innovation for Gender Equality and to

¹ The strategic note 2019-23 was extended to 2024, to align with the extension of the UNDAF to 2024.

² [Gender Monitoring Office. The State of Gender Equality in Rwanda. March 2019.](#)

³ [Ministry of Gender and Family Promotion. Revised National Gender Policy. February 2021.](#)

⁴ [DAI and FCDO. Strengthening Accountability to Gender Equality at the Decentralised Level. 2022.](#)

⁵ [Gender Monitoring Office. The State of Gender Equality in Rwanda. March 2019.](#)

⁶ [CEDAW. Rwanda State party’s report. 2021.](#) and [Beijing +25 Rwanda Country Report. May 2019.](#)

⁷ [Rwanda officially launches its HeForShe Campaign. Sept 2015.](#)

closing the digital gender divide by 2026⁸.

Rwanda's National Gender Machinery leads the mainstreaming and monitoring of gender equality and women's empowerment. This includes: the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women's Council (NWC) and the Rwanda Women Parliamentary Forum (FFRP).⁹

UN system

The United Nations Sustainable Development Cooperation Framework 2018-2024 reflects gender sensitive outcome and output level indicators and includes a gender strategy.¹⁰

Social context

Indicator	Figure
Health	
Contraceptive prevalence (% of married women ages 15-49) (2015)	53%
Women who were first married by age 15 (% of women ages 20-24) (2020)	0.3%
Maternal mortality ratio – per 100,000 live births (2017)	248
Education	
Literacy rate, adult female (% of females ages 15 and above) (2021)	73%
Primary completion rate, female (% of relevant age group) (2021)	97%

Source: [World Bank Open Data | Data](#)

Rwanda was ranked among the top 10 countries in 2020 to have narrowed the gender gap¹¹. In terms of health, improved access to quality and affordable health care has reduced maternal mortality from 1,071 to 248 deaths per 100,000 live births between 2000 and 2015.¹² In terms of education, Rwanda has been successful in closing the gender gap at primary and secondary education levels. However, at the tertiary level and in Technical Vocational Educational Training (TVET) gender disparities in enrolment, retention and completion rates still persist.¹³

Women's economic empowerment

Indicator	Figure
Firms with female participation in ownership (% of firms) (2019)	26.5
Women Business and the Law Index Score (scale 1-100) (2021)	83.8%
Labor force participation rate, female (% of female population ages 15+) (2021)	52.6%

Source: [World Bank Open Data | Data](#)

As of 2017, the poverty rate for female headed households remains higher than male headed households, at 40% vs 38%. As of 2021, the unemployment rate among women is higher than men (24% vs 19%) and the labour force participation is lower among women, at 47% vs 62%. More women are unpaid care workers (7%) compared to men (0.8%). Covid-19 has resulted in an increase in unemployment and decrease in labour force participate rate, for both men and women. As of 2021, the agricultural sector employs 51% of women, and 45% of men. However, 31% of women are subsistence agricultural workers, compared to 25% men. As of 2020, formal financial inclusion is still low among women, with only 34% of women holding bank accounts, compared to 39% of men. The majority of women continue to rely on informal financial institutions such as voluntary savings and loans groups, which have lower collateral requirements and simpler administrative procedures.¹⁴

Governance and participation in public life-

Indicator	Figure
% of seats held by women in national parliaments (2021)	61%

Source: [World Bank Open Data | Data](#)

The Rwandan Constitution guarantees equal rights for women and men and provides a quota of 30 percent representation of women in all decision-making organs. As of 2021, women occupy 55% of the cabinet, 33.3% of ministry permanent secretaries, 61.3% of the parliament and 38% of the Senate. At the local level, women

⁸ [Launching a year of action to build more equal and inclusive digital societies through multi-stakeholder partnerships. Sept 2022.](#)

⁹ [Ministry of Gender and Family Promotion. Revised National Gender Policy. February 2021.](#)

¹⁰ [United Nations Sustainable Development Cooperation Framework 2018-24.](#)

¹¹ [Global Gender Gap Report. 2020.](#)

¹² [World Bank Open Data | Data](#)

¹³ [CGDev. Aligning all the Actors for Girls' Education. Nov 2022.](#)

¹⁴ [National Institute of Statistics Rwanda. National Gender Statistics Report. 2021.](#)

district mayors stand at 30% and women sector executive secretaries at 16%. At the cell level the threshold of at least 30% as stated in the constitution has been reached. 36% of cell executive secretaries, 46% of district consultative council members, 48% of sector consultative council and 47.3% of the cell consultative council are female.¹⁵

Ending Violence Against Women

Indicator	Figure
% women who believes a husband is justified in beating his wife (2015)	41.4%

Source: [World Bank Open Data | Data](#)

The Government of Rwanda has made ending Gender Based Violence (GBV) a national priority and established a “zero tolerance” policy against GBV across all sectors, supported by strong legal frameworks including the anti-GBV Law, providing severe punishment for all offenses related to GBV.¹⁶

The Demographic Health Survey (2019/2020) reveals an increase in violence against women, generally attributed to an increase in reporting. Between 2015 to 2020, Intimate Partner Violence increased from 40% to 46%. Physical violence against women increased from 35% to 37%. Social norms, mindset and negative cultural practices hinder the reporting of GBV cases and limit legal assistance to victims, posing challenges for eradicating violence against women and girls.¹⁷

II. Description of the Country portfolio

The Strategic Note (2019-2023) includes a Development Results Framework (DRF) and an Organizational Effectiveness and Efficiency Framework (OEEF), both with performance indicators. The evaluation is expected to use these to assess organizational performance.

The original total planned budget of the Strategic Note was USD 15.5m, of which USD 1.9m was budgeted from core, \$3.0m from Institutional Budget and USD 10.6m from non-core. As of the end of 2022, non-core resources to be mobilized for 2023 was close to USD 0.6m¹⁸. The Country Office is based in Kigali, with 22 personnel, as of January 2023.

The work of UN Women responds to its three core mandates (normative, coordination and operational/programming). UN Women is a member of the UN Country Team, supporting gender mainstreaming across thematic groups. The main interventions undertaken under the Strategic Note are set out in Annex 1.

The overarching Theory of Change (ToC) of the Strategic Note states that if (1) women and girls participate and lead in decision-making processes; if women’s empowerment and gender equality commitments are translated into practice at national and local governance levels; and if women in urban and rural settings, including the most vulnerable ones, have equal access to and control over economic resources; then (2) women and girls will be able to fully benefit from and contribute to political and economic opportunities; because (3) women and girls will have decision making powers, gender specific needs will have been accounted for in all spheres of governance and barriers will have been removed for women to attain economic autonomy. The full theory of change is set out in Annex 2.

The main rights holders’ and duty bearers’ capacities that the Strategic Note is attempting to develop are:

- **Duty bearers:** Government stakeholders across different ministries, including the National Gender Machinery.
- **Right holders:** Urban/peri-poor women, women leaders and gender advocates, civil society, religious and cultural leaders, and youth.

The country office extended the duration of the original strategic note for an additional one year to end in 2024 in order to ensure that it aligns with the UNSDCF Rwanda time frame following a decision made by the UNCT to extend the Cooperation Framework’s life to 2024.

The Country Office has identified the following key lessons learned.

- **Importance of collaboration:** Need to deepen and leverage strategic partnerships, and broaden partnerships, by working systematically with non-government institutions including civil society, private sector, religious leaders, men and boys, the media and international NGOs. Need to better leverage UN Women’s coordination mandate.

¹⁵ [National Institute of Statistics Rwanda. National Gender Statistics Report. 2021.](#)

¹⁶ [Ministry of Gender and Family Promotion. National Policy against Gender-Based Violence. 2011.](#)

¹⁷ [Ministry of Gender and Family Promotion. National Policy against Gender-Based Violence. 2011.](#)

¹⁸ Strategic Note budget from annual plans on RMS Resource mobilized and expenditure from oneapp.

- **Programmatic focus:** Need to deepen the impact of programmes interventions by focusing on a few but potentially transformative priorities such as women’s economic empowerment and social norms that have the tendency to be overlooked in part because of the positive narrative on Gender Equality and Women’s Empowerment in Rwanda. Additionally, holistic support packages (including livelihood support, capacity building, knowledge enhancement and access to services) developed and implemented with partners have proved to be impactful.

III. **Purpose, objectives and use of the evaluation**

The [UN Women Evaluation Policy](#) and the [UN Women Evaluation Strategic Plan 2022-25](#) are the main guiding documents that set forth the principles and organizational framework for evaluation planning, conduct and follow-up in UN Women. These principles are aligned with the United Nations Evaluation Group (UNEG) [Norms and Standards for Evaluation in the UN System](#) and [Ethical Guidelines](#).

The CPE has seven objectives:

1. Assess the **relevance** of UN Women contribution to the intervention at national levels and alignment with international agreements and conventions on gender equality and women’s empowerment.
2. Assess **effectiveness, organizational efficiency and coherence** in progressing towards the achievement of gender equality and women’s empowerment results as defined in the Strategic Note.
3. Enable the UN Women Country Office to improve its strategic positioning to better support the achievement of **sustained** gender equality and women’s empowerment.
4. Analyse how **human rights approach and gender equality principles** are integrated in the design and implementation of the Strategic Note.
5. Identify and validate **lessons learned**, good practices and examples of **innovation** that can be scaled up and replicated to support gender equality and human rights.
6. Provide insights into the extent to which the UN Women has realized **synergies** between its three mandates (normative, UN system coordination and operations).
7. Provide **actionable recommendations** with respect to the development of the next Strategic Note.

The Country Portfolio Evaluation (CPE) is a systematic assessment to validate the contributions made by UN Women Country Office’s portfolio of interventions to development results with respect to Gender Equality and Women’s Empowerment at the country level. It also assesses the Country Office’s organisational effectiveness and efficiency in delivering the planned results. It uses the Strategic Note (including the DRF and OEEF) as the main point of reference.

The intended uses and users of this evaluation are:

Target Uses	Primary Users	Secondary Users
Learning: Formative (forward-looking) on effective, promising and innovative strategies and practices, to support improved decision-making	the UN Women Rwanda country office and East and Southern Africa regional office, who will use the evaluation findings to inform the design of the new Strategic note	The UN Country Team and other UN agencies and other stakeholders delivering similar interventions in-country, to derive learning on effective and promising practices.
Accountability: Summative (backward-looking) for UN Women’s contribution to gender equality and women’s empowerment.	UN Women HQ, regional and country offices, national partners, rights holders and donors, to support accountability for development effectiveness.	

The evaluation will be utilization-focused, tailored to the needs of the organization through a participatory approach from the inception through to the development of recommendations.

IV. **Criteria and evaluation questions**

The evaluation will use selected OECD DAC evaluation criteria for the CPE. The table below sets these out, along with indicative evaluation questions.

Criterion	Indicative Evaluation Questions
<p>1. Relevance and Coherence</p> <p>Relevance – The extent to which strategic choices have maximized UN Women’s comparative advantages and limited human and financial resources in addressing priorities for gender equality and women’s empowerment.</p> <p>Coherence – The extent to which there is internal coherence within UN Women, as well as coherence with the work of other key stakeholders to advance gender equality and the empowerment of women.</p>	<p>1. Is UN Women’s approach, including its thematic focus and strategy for implementation of its programmes the most relevant and coherent for advancing gender equality and women’s empowerment in Rwanda?</p> <p>1.1 To what extent is the CO portfolio aligned with national policies, strategies and international human rights and gender equality norms?</p> <p>1.2 To what extent was the programme relevant to the needs of right-holders (beneficiaries), key partners (especially the government), etc?</p> <p>1.3 Is the choice of partners most relevant to women and marginalised groups? Do existing partnerships work?</p> <p>2. To what extent has the Country Office leveraged its coordination mandate to achieve internal and external coherence to strategically position itself and influence other UN entities and key development partners to advance Gender Equality and Women’s Empowerment in Rwanda?</p> <p>2.1 What is the Country Office’s comparative advantage in Gender Equality and Women’s Empowerment compared with other UN entities and key partners?</p> <p>2.2 To what extent did UN Women collaborate with other UN Agencies to achieve the expected outcomes?</p> <p>2.3 Are the interventions achieving coherence and synergies within the UN Women CO portfolio and the programmes (WEE, EVAW, WLPP) of the UN country team?</p>
<p>2. Effectiveness – The extent to which UN Women has contributed to achieving planned outcomes and mitigating negative externalities</p>	<p>3. To what extent have the Country Office’s contributions across UN Women’s mandate advanced gender equality and the women’s empowerment in Rwanda?</p> <p>3.1 To what extent did UN Women contribute to the expected outcomes? What were the enablers and barriers?</p> <p>3.2 What unexpected outcomes (positive and negative) have been achieved? For whom?</p> <p>3.3 How effective were UN Women’s coordination and partnerships, to reach target stakeholders and contributed to achieving results on gender equality and the empowerment of women?</p>
<p>3. Efficiency - The extent to which tactical decisions, organizational structures and management processes add to UN Women’s productive capacity.</p>	<p>4. Does UN Women have appropriate organizational structures, systems and capacity in place to ensure efficient use of resources (personnel and funding) to maximize results?</p> <p>4.1 To what extent does the CO management structure support efficiency for resource mobilization?</p> <p>4.2 Does the organization have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?</p> <p>4.3 How well have resources and risks been managed to ensure results?</p>

Criterion	Indicative Evaluation Questions
<p>4. Sustainability, Human Rights and Gender Equality</p> <p>Sustainability - The extent to which positive outcomes can be maintained and advanced independently by local actors.</p> <p>Human Rights and Gender Equality – The extent to which the principles and standards of Leaving no one behind (LNOB) and global human rights norms on gender equality and women’s empowerment are addressed in UN Women’s country portfolio.</p>	<p>5. To what extent has UN Women ensured national ownership and sustainability of programming efforts?</p> <p>5.1 How was the capacity of partners and UN Women CO developed to ensure the sustainability of efforts and benefits?</p> <p>5.2 What local accountability and oversight systems have been established to support the continuation of activities?</p> <p>5.3 Is there national/regional/local ownership and are there champions for different parts of the portfolio?</p> <p>6 To what extent are interventions contributing towards gender transformative and structural changes to advance and sustain gender equality and women’s empowerment?</p> <p>6.1 To what extent has the portfolio been implemented according to human rights and development effectiveness principles?</p> <p>6.2 Do the CO interventions contribute to addressing the underlying/root causes of gender inequality?</p> <p>6.3 To what extent is the portfolio changing the dynamics of power relationships between different groups? Are vulnerable and marginalized women, men, boys and girls (including those with disabilities) empowered?</p>

V. Scope, secondary data and limitations

Scope:

The timing of this Country Portfolio Evaluation is intended to assess the effectiveness and lessons as we approach the end of the current Strategic Note. The period covered by the evaluation will be from 2019-2024.

All activities included in the Strategic Note will be considered, including normative, coordination and operational work in all thematic areas. The scope of CPE also covers regional or global program activities in the country. Joint programs and programming are within the scope of this evaluation. Where joint programs are included in the analysis, the evaluation will consider both the specific contribution of UN Women, and the additional benefits and costs from working through a joint modality.

CPEs focusses on outcome level results. Accordingly, they are **not** expected to:

- Collect output monitoring data;
- Analyse the achievement of impacts as defined by [UNEG](#);
- Focus on evaluating UN Women’s corporate management or systems outside of the country context, such as regional architecture¹⁹.

During the inception phase, the evaluation team will further define the scope and sampling approach, to establish the evaluation boundaries, including which stakeholders and initiatives will be included or excluded from the evaluation. This will draw on the evaluability assessment (see section vi), the final evaluation questions and the availability of data.

Secondary data:

A preliminary assessment of existence and availability of relevant secondary data is as following:

¹⁹ Although they may make observations in this area, particularly in terms of how corporate systems enable or hinder, and where there is a clear implication for the design and implementation of the Country Office strategic note

Data	Existence and availability
Baseline data	Medium
Activity reports	Medium
Output results monitoring data	Medium
Outcome results monitoring data	Medium
Information specifically on women's rights	Medium
Financial records	Medium
Management reports	Medium
Communications products	Medium

Furthermore, the evaluation will be informed by other evaluations undertaken during the Strategic Note period. In 2021, UN Women Rwanda undertook a mid-term review of the Strategic Note (2019-2024). UN Women also commissioned an evaluation of the UN Joint Programme on Gender in 2022 in partnership with the National Gender Machinery and Ministry of Finance and Economic Planning.

VI. Evaluation design (process and methods)

Evaluation Standards and principles, including gender and human-rights based approach

The evaluation will adhere to the the [UNEG Norms and Standards](#) (2016), the [UNEG Ethical Guidelines](#) (2020) and [UN Women Evaluation Policy](#) and [Handbook](#), observing the principles of integrity, accountability, respect and beneficence.

The evaluation will be gender-responsive meaning that both the process and analysis apply the key principles of a human rights-based approach. It will analyze the underlying structural barriers and socio-cultural norms that impede the realization of women's rights. The evaluation design will apply [Good practices in gender-responsive evaluations](#) and a suitable approach to assess the type, effectiveness and the quality of gender-transformative results achieved.

Data collection and analysis

The evaluation will employ a non-experimental, theory-based²⁰ approach. The performance of the country portfolio will be assessed using contribution analysis, using the theory of change set out in the Strategic Note 2019-2024 as a basis. The evaluation will apply a mixed-method using qualitative and quantitative methods. The method will draw on data sources including documents, field information, institutional information systems, financial records, beneficiaries, staff, funders, experts, government officials, community groups etc. The evaluation will employ the following data collection methods:

A. **Document analyses** undertaken primarily during the inception phase will inform the evaluation approach:

1. **Evaluability assessment** to identify gaps in secondary data which will be used to determine the evaluation approach, including an assessment of the Theory of Change, the conduciveness of the context to undertaking the evaluation, the management structure at the Country Office and the quality and completeness of the Development Results Framework and Operational Efficiency and Effectiveness Framework.
2. **Contextual analysis** of the key external influencing factors affecting realization of women's rights in the country.
3. **Portfolio analysis** of UN Women Strategic Note & Project Documents, synthesizing secondary results data for the Development Results Framework and the Organizational Effectiveness and Efficiency Framework of the Country Office.
4. **UN Women financial analysis** of the budget, expenditure and trends in type of expenditures.

B. **Interviews and Focus Group Discussions** with key informants identified through the stakeholder analysis (across all stakeholder groups);

C. **Surveys** of UN Women personnel and UNCT partners, including Civil Society Organisations and government stakeholders (should the context allow).

Data collection methods should be gender-responsive. Cultural aspects that could impact the collection of data should be analysed and integrated into data collection methods and tools. Evaluators are expected to include

²⁰ A theory-based design assesses the performance of the Strategic Note based upon its stated assumptions about how change happens. These assumptions can be challenged, validated or expanded upon by the evaluation.

adequate time for testing data collection tools. Data should be systematically disaggregated by sex and age and, to the extent possible, by geographical region, disability and migratory status. Specific guidelines should be observed²¹. Data should be triangulated to ensure valid findings.

Sampling approach

The evaluation is expected to apply a purposive sampling approach to take into account a diverse range of perspectives. The main interventions undertaken by the Country Office have been mapped into a sample frame for evaluation (see Annex 1). In addition, up to two Case studies could be selected for an in-depth assessment of contributions to outcomes. This will be updated in consultation with the Evaluation Reference Group at the inception stage.

VII. Stakeholder participation

The table below sets out the preliminary stakeholder analysis. This is expected to be reviewed and updated by the evaluation team during the inception phase.

Stakeholder role	Specific groups	Provide insights into:
Target Groups of rights holders	Women, including young women in marginalized urban and rural areas, and those living with disabilities and HIV/AIDS, men and boys, religious and community leaders, youth and gender advocates.	UN Women's development effectiveness
Principle and primary duty bearers who make decisions and implement the Strategic Note	UN Women Country Office Government: National Gender Machinery institutions, Rwanda National Police, Rwanda Investigation Bureau, Ministry of Gender and Family Promotion, Ministry of Finance and Economic Planning, the Ministry of Youth, Ministry of ICT and Innovation, the Ministry of Sport, Ministry of Youth and Culture and the Ministry of Local Government, Rwanda Correctional Service, etc. Donors: Swiss Agency for Development & Cooperation, Bill and Melinda Gates Foundation, Swedish International Development Cooperation, Department of foreign affairs and International Trade Canada, Unilver PLC, MPTF-UN Covid-19, MPTF – SDG Fund, Siemens technologies SAE	Effectiveness, coherence and efficiency of UN Women delivery
Experts and consultants who have technical inputs into the Strategic Note	Civil Society Organisations, for example <i>Men Engage</i> UN Gender Focal Persons	Effectiveness and application of gender responsive and human rights principles UN Women: Effectiveness, coherence and efficiency of UN Women delivery
Representatives of secondary duty bearers and rights holders affected by the Strategic Note but not targeted for assistance	Other UN agencies: UNICEF, UNFPA, UNDP, ILO, UNCDF, UNAIDs Other multilaterals: the World Bank, International Monetary Fund. Private Sector: New Faces New Voices, Private Sector Federation (PSF), TradeMark East Africa and relevant financial institutions	Coherence and effectiveness of UN Women delivery UN Women's leadership and contribution to the coherence and effectiveness for delivery on GEWE

UN Women evaluations are inclusive, participatory, and transparent. The evaluators are expected to design the evaluation to ensure participation of stakeholders at all evaluation stages, with a particular emphasis on rights

²¹ namely the UNEG guidance on [Integrating Human Rights and Gender Equality in Evaluations \(2014\)](#) and [UN Disability Inclusion Strategy Evaluation Accountability \(2019\)](#).

holders. The evaluators are expected to validate findings through stakeholder engagement, such as workshops and debriefings.

VIII. Management of the evaluation

This evaluation will have the following management structures:

1. Independent Evaluation and Audit Service Leadership: The Director of the IEAS oversees all IEAS activities, while the Chief of IES is responsible for the evaluation related activities; both will review the key products of the evaluation and sign off on the final CPE report and associated products.

2. Team Leader: The Regional Evaluation Specialist (RES) of IEAS will serve as the team leader, responsible for managing the coordination and day-to-day management of the CPE, leading the methodological approach, collection of data, analysis and report writing. As team leader, the RES will also be responsible for overseeing the work of the evaluation team members, managing the contracts and assuring quality of the work.

3. Evaluation team: Evaluation team members will include an evaluation expert to support the Team leader in designing and conducting the CPE and a national expert to provide key contextual information and support data collection in country.

4. Evaluation Reference Group (ERG): The ERG plays a critical role in ensuring a high quality, transparent process, providing insights on the key questions and approach, providing context, and ensuring factual accuracy while also, ensuring gaps and misinterpretation of information is avoided. It will play an important role in the dissemination of the evaluation findings and recommendations to ensure evaluation uptake. Evaluation Reference Group members will be expected to engage at every stage of the evaluation process, including being interviewed by the evaluation team, participating in inception meetings and debriefings, providing feedback on all outputs (including the inception report, preliminary findings, draft and final report) and supporting uptake of the evaluation results.

Two ERGs will be constituted:

1. The internal ERG will include the Country Representative, Deputy Country Representative, UN Women program leads and Country Office Evaluation focal person. Given the CPE forms a critical part of informing the Strategic Note Development, the Country Representative in particular will be expected to provide leadership and oversight of the process.
2. The external ERG will include National government partners, Civil Society representatives, Development partners/donors and the, UNCT representatives to provide the stakeholder perspectiveperspectives of stakeholders.

5. Peer Reviewer for methodological feedback: 1-2 IEAS staff will be engaged as peer reviewers of the CPE.

IX. Time frame and deliverables

The table below sets out the indicative timetable.

Task	Time frame	Indicative month	Responsible party
Final Terms of Reference	2-3 weeks	Apr 2023	Team Lead, Country Office Management and IEAS leadership and peer reviewer
Recruitment of the Evaluation Team	4 weeks	Aug - Sept 2023	Head of Programs, and PMER Specialist, <u>and IES</u> with HR team
Inception Workshop	1 or 2 days	Nov 2023	Team Lead and Country Office Management
Portfolio analysis and draft Inception Report	3-4 weeks	Nov - Dec 2023	Evaluation Team
Review and finalisation of draft Inception report	2 weeks	December 2023	Evaluation Team, Evaluation Reference Group (ERG), IEAS leadership and Peer reviewer
Data collection and Data analysis	3 weeks	Jan- Feb 2024	Evaluation Team
Preliminary findings	3 weeks	Feb 2024	Evaluation Team
Draft report	1 week	March 2024	Evaluation Team
Presentation of the first Draft report reviews	1 week	March 2024	IEAS Leadership, ERG and peer reviewer

Task	Time frame	Indicative month	Responsible party
Final Report	1 week	March 2024	Evaluation Team
Final report presentation	½ day	March 2024	Evaluation Team and ERG
Report brief	2 weeks	March 2024	IES evaluation team and Country Office Management
TOTAL	23 weeks		

X. Dissemination and uptake

During the inception phase, the country M&E focal point will work with the evaluation team to develop a dissemination plan. The plan will identify approaches to support dissemination and uptake for the target primary and secondary users of the evaluation, along with how this will be tracked. The evaluator will also be responsible for developing a short brief with key findings and recommendations that will be disseminated more widely.

Once the CPE report is signed off by IEAS management, the Country Representative leads the follow-up process to facilitate its use such as in the form of issuing a management response **within 6 weeks** of CPE report finalisation and other dialogue with the Country or regional management as deemed appropriate.

XI. Evaluation team composition, skills and experiences

This CPE Team leader will be supported by the following team members.

A) Evaluation expert

Roles and responsibilities

The Evaluation expert is expected to support the Team Leader in:

1. Scoping and design the evaluation, including drafting of the Inception Report and data collection instruments.
2. Implementation of the evaluation and data collection, including participation in document review, virtual/in situ field visits, survey design and implementation.
3. Data analysis to develop preliminary findings and drafting of final report.
4. Drafting final 2-page brief outlining the evaluation process, conclusions, and recommendations.
5. Communication with evaluation stakeholders, including attending exit briefs, validation meetings etc.

Qualifications:

Education: At least a master's degree in gender/women studies, sociology, international development, or related area

Experience:

1. At least 7-years practical experience in designing and conducting gender-responsive evaluations of development strategies, policies and programs;
2. Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods;
3. Proven knowledge of the role of UN Women and its programming, coordination and normative roles at the regional and country level;
4. Country or regional experience in Rwanda will be considered a strong asset;
5. Any relevant Gender Equality and Women's Empowerment thematic expertise will be considered a strong asset.

Language:

- Language proficiency in English (written and spoken) mandatory
- Language skills in Kinyarwanda are considered an asset

Proposed duration of the consultancy

Initial data collection and preparation of inception report	5 days
Data collection and data collection preparation	15 days
Preparation of draft report	10 days
Preparation of final report and associated evaluation outputs	5 days

B) National expert

Roles and responsibilities:

The National expert is expected to provide key contextual information and perspective to design a robust utilisation-focused CPE. The national expert is also expected to support the in-country data collection process.

1. Support the team lead to design the Evaluation methodology including evaluation data collection tools
2. Support the team lead to facilitate the inception workshop and drafting the inception report
3. Under the supervision of the team lead, collect virtual/in-situ field visits for data collection
4. Coordinate and communicate with evaluation stakeholders, including for exit briefs and evaluation preliminary findings validation meetings etc.
5. Contribute towards the draft and final evaluation report

Qualifications:

The National Consultant must possess the following qualifications:

Education:

- Master’s degree in gender/women studies, sociology, international development, or related area; or
- A Bachelor’s degree in gender/women studies, sociology, international development, or related area, with additional two years’ experience

Experience:

1. At least 5 years of relevant work experience preferably in the area of monitoring, evaluation or research on gender equality, women’s empowerment and human rights in Rwanda
2. Process management skills, including facilitation and communication skills with stakeholders
3. Knowledge of the role of UN Women or the UN system and its programming, coordination, and normative roles at country level is an asset.

Language:

Fluent in English and Kinyarwanda both written and spoken is mandatory

Proposed duration:

Initial data collection and preparation of inception report	5 days
In country data collection and data collection logistics	15 days
Support to data analysis	5 days
Preparation of draft report	5 days

Requirements for all team members

All Consultants should have proven commitment to the core values and competencies of the United Nations²², namely:

Core Values: Respect for Diversity; Integrity; Professionalism.

Core Competencies: Awareness and Sensitivity Regarding Gender Issues; Accountability; Effective Communication; Inclusive Collaboration.

XII. Application process

Interested applicants are requested to submit:

1. A brief summary setting out their relevant experience against the required experience section, no more than 100 words per requirement (education, experience and language)
2. 200 words setting out what challenges they anticipate facing as they deliver the evaluation, and how they would manage these challenges
3. A CV
4. Two examples of recent evaluation reports where the applicants played a key role in delivery
5. Daily rate in US\$
6. A statement to confirm their availability to deliver the assignment
7. A statement to confirm that they are independent, and that they have not been directly responsible for the design, or overall management of the subject of the evaluation, nor expect to be in the near future, and that they have no vested interest and have the full freedom to conduct their evaluative work impartially.

²² To learn more about UN Women values and competencies, please follow the [link](#)

XIII. Ethical code of conduct

UN Women has developed a UN Women Evaluation Consultants Agreement Form²³ that evaluators must sign as part of the contracting process. The evaluators are also expected to provide a detailed plan on how the following principles²⁴ will be ensured throughout the evaluation: 1) Respect for dignity and diversity; 2) Right to self-determination; 3) Fair representation; 4) Compliance with codes for vulnerable groups (e.g., ethics of research involving young children or vulnerable groups); 5) Redress; 6) Confidentiality; and 7) Avoidance of harm.

The evaluators must put safeguards to protect the safety of both respondents and those collecting the data. These should include:

1. A plan to protect the rights of the respondent, including privacy and confidentiality;
2. The interviewer or data collector is trained in collecting sensitive information;
3. Data collection tools are culturally appropriate and do not create distress for respondents;
4. The interviewer can provide information on how individuals in situations of risk can seek support

²³ based on the UNEG Ethical Guidelines and Code of Conduct.

²⁴ see UNEG Ethical Guidance for descriptions

Annex 1: Mapping of initiatives against the Strategic Note Impact areas

<u>SP Impact Areas</u>	<u>Priority initiatives</u>
Governance and participation in public life	<ul style="list-style-type: none"> • Capacity building for women candidates in the 2021 local and 2023 parliamentary elections • Capacity building for elected women leaders • Support Civil Society Organizations, professional and political networks that can advocate for women’s participation in decision making processes. • Support parliament and political parties to attract, promote and retain women leaders • Engage media, educational institutions, community and religious leaders and political organizations to positively impact the perception of the role of woman and girls as leaders within their households, communities, governance institutions and society. • Supporting the implementation of gender progressive policies, laws and strategies developed with UN Women support under the Strategic Note 2014 – 2018. For example, supporting service delivery at all levels through capacity building and development of budget tracking tools and monitoring systems in the areas of elimination of violence against women, access to justice and gender responsive budgeting. • Support the Government in mainstreaming GEWE commitments into key national governance accountability frameworks such as the Performance Contracts (<i>Imihigo</i>) and the Citizen Report Cards, through producing and using gender data, and supporting parliamentary oversight on gender issues will be strengthened to promote increased accountability of the Executive on GEWE issues. • Provide institutional support to the National Gender Machinery (NGM) and CSOs to strengthen implementation mechanisms of the CEDAW recommendations and monitoring and reporting on gender equality and women’s empowerment normative frameworks. • Supporting relevant government institutions such as the judiciary, police, and health sectors, to fully operationalize the normative framework against SGBV with the goal of increasing investment and improving service delivery for survivors of GBV. • In collaboration with MIGEPROF and RALGA, support a six-month internship programme to promote leadership for young women university graduates. • Provide strategic, technical and financial support to the National Gender Policy and the Gender Based Violence policy. • Support gender review of Rwanda laws with the active participation of the Forum of Women Parliamentarians (FFRP) and the Legal Aid Forum. • Continued advocacy with CSOs to ensure that gender equality is mainstreamed and implemented at all levels.
Women’s economic empowerment	<ul style="list-style-type: none"> • Advocacy and capacity building initiatives to support women’s access to formal finance. Special focus on supporting vulnerable women. • Policy level advocacy, through the popularization of Women’s Empowerment Principles (WEPs) and the Gender Seal certification in the private sector, enhance the gender responsiveness of Rwandan business and work environments. • Support private sector companies in the creation of business opportunities for women-owned enterprises through gender responsive procurement measures.

<u>SP Impact Areas</u>	<u>Priority initiatives</u>
	<ul style="list-style-type: none"> • Capacity strengthening of women entrepreneurs and the facilitation of market interlinkages directly benefitting women owned enterprises by creating knowledge management platforms and discussion fora. Supporting women farmers with agricultural inputs and best practices. Career women’s centre to support young women in entrepreneurship, life skills, ICT. • Promote women and girls in traditionally male dominated STEM industries, by supporting career guidance and mentorship. • Leverage the One UN Joint Programme with WFP, FAO and IFAD to enhance women farmers’ business and financial management skills, and to facilitate the participation of women in agriculture value chain. Link women farmers with off-takers (buyers), market information and financiers through a digital platform (Buy from Women), facilitating forward contracts. • Use the UN Women supported Gender Management Information System (GMIS) managed by the Gender Monitoring office (GMO) as well as the Buy From Women digital platform to track and improve sex-disaggregated data and indicators to monitor progress on closing the gender gap in agriculture. • Supporting the Youth Connect programme through the Ministry of Youth, and advocating for young women and girls’ employment, job creation and innovation.
Ending Violence Against Women	<ul style="list-style-type: none"> • Scale up the Isange One Stop Centres (IOSCs) and the Safe Cities programme and further reinforce and scale up the initiatives. • Capacity building of service providers to provide essential services to gender based violence victims • Increase knowledge of individuals on GBV prevention and response. • Provide psycho-social and economic support to women. • Deliver awareness raising campaigns, trainings and community engagement activities aimed at ending harassment and violence in public spaces.
Coordination	<ul style="list-style-type: none"> • Negotiating for gender-responsive outcomes and outputs in the One UN Joint Work Plans. • Providing technical leadership of the Gender Technical Reference Group (GTRG) in the new UNDAP II Gender Mainstreaming Strategy to drive GEWE mainstreaming in all Results Groups. • Chairing UNDAP Result Group on Transformational Governance for two years and will use this platform to showcase and incite effective gender mainstreaming throughout the implementation and monitoring of the UNDAP. • Delivering joint initiatives with UNICEF, UNFPA, UNDP and UNAIDs (90% of UN Women’s portfolio in Rwanda is implemented through joint programmes).

Annex 2: Theory of Change

Goal	<p>Women and girls, especially the most vulnerable, benefit equally from political and economic opportunities and fully enjoy their human rights</p>	
Goal Statement	<p>If (1) women and girls participate and lead in decision-making processes; if women’s empowerment and gender equality commitments are translated into practice at national and local governance levels; and if women in urban and rural settings, including the most vulnerable ones, have equal access to and control over economic resources; then (2) women and girls will be able to fully benefit from and contribute to political and economic opportunities; because (3) women and girls will have decision making powers, gender specific needs will have been accounted for in all spheres of governance and barriers will have been removed for women to attain economic autonomy.</p>	
Impact Areas	<p>Impact Area 1: Women lead, participate in and benefit equally from governance systems at local and national levels Key Indicators: Number of National Development Strategies that are gender-responsive / Proportion of systems to track and make public allocations for gender equality and women’s empowerment</p>	<p>Impact Area 2: Women have equal economic opportunities and economic autonomy Key Indicators: Percentage of time spent on unpaid domestic and care work, by sex, age and location / Percentage of firms with female participation in ownership / Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex</p>
Impact TOC	<p>If (1) cohorts of skilled women candidates and leaders are formed; if women are perceived as equally capable and effective leaders as men and gender equality is culturally and socially portrayed as a key objective; and if existing gender equality and women’s empowerment commitments are implemented across all spheres of governance at national and local levels; then (2) women will lead and benefit equally from governance systems; because (3) guarantees of equality between men and women as stipulated in the Rwandan Constitution will be fully and systematically translated into practice.</p>	<p>If (1) women have strengthened entrepreneurial capacity and enhanced access to finance, markets and employment opportunities; if an increasingly gender responsive corporate sector unlocks economic opportunities for women; and if women farmers and cooperatives have the capacity to engage in higher segments of the food and agriculture value chain; then (2) women will be able to fully benefit from and contribute to economic opportunities; because (3) obstacles limiting their participation in Rwanda’s key productive sectors will have been removed.</p>

Outcomes	<p>Outcome 1.1 A diverse cohort of women leaders is formed to lead in governance at local and national level Focus areas: capacity building for current and future women leaders; strengthening of dialogue mechanisms and networks for the promotion of women’s leadership and participation.</p> <p>Outcome 1.2 Women are perceived as equally legitimate and effective leaders as men throughout all spheres of society Focus areas: raising of community awareness and promotion of civic understanding of women’s right to equal participation in decision making; engagement of men, boys, women and girls on gender equality and respectful relationships; engagement of educational institutions, media and thought leaders in the promotion of a positive portrayal of gender equality and women’s leadership.</p> <p>Outcome 1.3 Implementation of gender equality and women’s empowerment commitments strengthened at national and local levels Focus areas: strengthening of National Gender Machinery institutions and national coordination and oversight mechanisms on gender equality; strengthening of accountability mechanisms towards gender equality and of institutional capacity to execute gender responsive strategies, development plans and budgets.</p>	<p>Outcome 2.1 New opportunities are unlocked for women to benefit from Rwanda’s expanding private sector markets Focus areas: capacity enhancement and increase of access to markets and iproductive inputs for aspiring and current women entrepreneurs, including support provided to vulnerable women (teenage mothers, survivors of violence, refugees, and others); facilitating women and girls’ access to remunerated off-farm employment opportunities; engagement of the corporate sector to increase its understanding of and commitment to implement gender equality and women’s empowerment practices.</p> <p>Outcome 2.3 Women farmers and cooperatives’ engagement in higher segments of the food and agricultural value chains is increased Focus areas: promoting women farmers’ equal access to finance, climate-smart agricultural and market information and productive inputs; facilitating women farmers’ access to marketing platforms linking them to national, regional and international supply chains.</p>
Key Assumptions	<ul style="list-style-type: none"> - There is political will at local and national level to empower women and girls; - Women are interested in an active participation in decision-making processes; - Provisions rendering the production of Gender Budget Statements at national and district level mandatory remain in force; - Social and cultural norms can be substantially influenced within a five-year period; - Changes in attitudes and beliefs will result in changes in behaviors. 	<ul style="list-style-type: none"> - Stable macroeconomic environment with continued GDP growth; - Strong political will to economically empower women; - Availability of guarantees and grants to ease collateral security for women to access financial services.
Risks & Barriers	<ul style="list-style-type: none"> - Resistance of stakeholders to adopt or comply with the Periodic Gender Accountability Barometer; - Deeply entrenched harmful social norms are resistant to change. 	<ul style="list-style-type: none"> - Political instability in Rwanda’s neighboring countries may negatively affect Rwanda’s export market; - Resistance towards gender-responsive (vs neutral) economic development initiatives.

Annex 3: Key References

UN Women Evaluation References

- [Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women \(UNW/2020/5/Rev.1\)](#)
- [UN Women GERAAS evaluation quality assessment checklist](#)
- [UN Women Evaluation Consultant Agreement Form](#)
- [UN Women Guidance on Country Portfolio Evaluation](#)
- [UN Women Core Values and Competencies](#)
- UN Women Evaluation Handbook. At UN Women Independent Evaluation Office website: <http://genderevaluation.unwomen.org/en/evaluation--handbook>
- [Good practices in gender-responsive evaluations](#)

UNEG References

- [UNEG Norms and Standards for evaluation](#)
- [UNEG Ethical Guidelines and Code of Conduct](#)
- [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#)
- [Guidelines for the Evaluation of the United Nations Sustainable Development Cooperation Framework](#)

Other references for data on gender equality and human rights

- [UN Office of the High Commissioner for Human Rights \(OHCHR\) – Universal Human Rights Index](#)
- [UN Statistics – Gender Statistics](#)
- [UNDP Human Development Report – Gender Inequality Index](#)
- [World Bank – Gender Equality Data and Statistics](#)
- [Organisation for Economic Co-operation and Development \(OECD\) Social Institutions and Gender Index](#)
- [World Economic Forum – Global Gender Gap Report](#)
- A [list](#) of UN reports, databases and archives relating to gender equality and women's human rights