

PO6949 – Volume 2: Terms of Reference for a Service Provider for the Rwanda Multi Donor Civil Society Support Programme

Introduction

1. Development Partners in Rwanda are establishing a multi donor CSO programme to support civil society strengthening, and specific civil society initiatives in Rwanda. The aim of the programme is to enable civil society to become more effective at influencing government on key policy issues and supporting social cohesion, reconciliation, good governance and human rights. The main features of the programme have been agreed and are explained in the scope section below, as well as in the accompanying DFID Business Case.
2. The Development Partners financing the programme include the UK (Department for International Development) DFID, USAID, Sida and Switzerland. The Development Partners would like to contract a Service Provider (SP) to design and implement the multi donor civil society support programme in Rwanda. The tender process will be managed by DFID on behalf of all the contributing Development Partners.
3. The overall budget for the programme is approximately £10 million over five years, of which £5 million will be specifically earmarked for grants to civil society organisations. Should additional funds become available during the course of implementation (for example if a new donor commits to supporting the programme) these are expected to be allocated primarily to the civil society grant fund, although some additional funds will also be made available to support fund management.
4. The SP should therefore be flexible and able to adapt to changing circumstances. In doing so, the SP shall commit to being fully prepared in the event any decision is made to scale up (increase) or scale down (decrease) the scope of the Programme (i.e. in relation to the Programme's inputs, outputs, deliverables, outcomes and fund element) during the course of the contract."

Objective

5. The overarching objectives of hiring a Service Provider for the programme are:
 - i. To deepen the design of the proposed programme (during a six month inception phase), by refining the approach and methodology outlined in the Business Case.
 - ii. Strengthen technical skills and capacity of local civil society partners and support constructive and effective engagement with Government counterparts.
 - iii. Operationalise and manage day-to-day activities of the Rwanda Multi-Donor Civil Society Support Programme, ensuring appropriate systems and controls are in place
 - iv. Undertake the overall programme management and grant making and administration to deliver maximum value for money.

The recipient

6. The recipients of the services are Rwandan civil society organisations and the Government of Rwanda.

The scope

7. The targeted outcome of the programme is that Civil Society becomes increasingly effective at supporting social cohesion, *reconciliation, and good governance, and influencing government on key policy issues*. This outcome will be achieved through the delivery of four outputs:
 - **Output 1:** Rwandan CSOs gain capacity to contribute more effectively to strengthening public accountability, social cohesion, rights and good governance.
 - **Output 2:** Rwandan CSOs implement initiatives to strengthen public accountability, social cohesion, rights and good governance.
 - **Output 3:** Government capacity and mechanisms to engage with civil society strengthened.
 - **Output 4:** CSOs share and use learning on effective engagement in strengthening public accountability, social cohesion, rights and good governance.
8. It is expected that output 1 will be delivered through the provision of ongoing advice and mentoring / coaching to civil society organisations in Rwanda. The aim of this support will be to build sustainable capacity within Rwandan civil society organisations (in areas such as financial and organisational management, internal governance arrangements, research and analytical skills and strategic communications). In addition to building capacity within individual organisations, the SP will build capacity for civil society to work more effectively on issues of common interest (for example in forming informal coalitions).
9. Under output 2, the SP will be responsible for: (i) evaluating proposals received from CSO's and making funding recommendations to the Steering Committee; (ii) carrying out due diligence before any funds are released; and (iii) ensuring effective monitoring and evaluation of all initiatives funded through this output. Disbursements to fund successful proposals will be reimbursed to the SP via Crown Agents bank, as per standard DFID procedures.
10. Alongside this, the Service Provider will provide capacity-building support to some of the organisations that submit proposals under output 2, to assist them to bring the proposals up to the required standard, and to ensure that the proposal can be implemented as planned. It is expected that there will be up to three funding types / approaches, from small very targeted grants (with more capacity building support) for smaller, less established CSOs, through to larger grants with little or no capacity building support for larger more established organisations.
11. The focus and approach to output 3 will be confirmed in the course of the inception phase based on detailed discussions with the Government of Rwanda and particularly the Rwanda Governance Board. It will focus primarily on the current approach, and mechanisms through which government engages with civil society. Another dimension however, is to ensure coordination with the One UN civil society programme being implemented under the Rwanda Governance Board.
12. Under output 4 the Service Provider will be required to support the process of lesson learning and communication of successful approaches. The underlying objective of this output is to ensure that lessons and good practice are identified and can then be replicated more widely.

13. A more detailed Theory of Change is included in the Business Case. The Service Provider is required to manage delivery of these outputs.

Requirements

14. During the inception phase, the Service Provider will define in more detail the approach and methodology (drawing on the DFID Business Case) to be followed in the implementation phase.

The following will be required during the Inception Phase:

- Defining and documenting the instruments and approaches for capacity-building support based on a facilitated partnership approach, (i.e. ongoing mentoring, coaching, strategic advice and support for networking, mixed with occasional more formal training courses);
- Develop eligibility criteria for CSOs participating in the programme, and evaluation criteria to assess the relative merits of the proposals put forward by CSOs and agreeing these criteria with contributing development partners (Output 2);
- Define the proposed approach to conducting due diligence on CSOs (Output 2), and instruments and modalities for financial support, which match the beneficiaries' capacity to manage funds, and provide appropriate safeguards against fiduciary risk. Tiered levels of support matching the capacity of different types of CSOs should be defined;
- Develop manuals and procedures for grant applications and approvals including due diligence assessments, oversight and quality assurance, accounting and procurement; With regard to any commodity purchases, the SP will be authorised to procure goods and equipment up to the EU threshold (£111,000), providing they are able to demonstrate procurement capability and good value for money. Any procurement by the Service Provider must be carried out in accordance with DFID expectations around conducting open, fair and transparent competitive processes and in liaison with the local divisional procurement officer. The budget for goods and equipment must be calculated on an aggregated figure, the allowance for a budget of £111,000 does not mean that SP can spend the first £111,000 and then revert to the Procurement Agent. Any goods and equipment purchased must be reported to DFID and will be managed by separated invoices.
- Advise, and seek approval from the Steering Committee on the focus for the thematic funding windows, the evaluation criteria and process for CSO grant selection, the financial ceiling for delegated grant approvals and the initial allocation of funding to the grant windows;
- Define, in consultation with Rwanda Governance Board, the focus and approach to strengthen government capacity and mechanisms to engage with civil society;
- Develop detailed proposals for knowledge management and experience sharing between CSOs on effective policy engagements;
- Develop a communications strategy and outreach plan to ensure less established CSOs are aware of and can potentially benefit from the programme;
- Establish an office and ensure it is operational including recruitment and procurement of goods and services for programme delivery;

- Define and develop the financial systems and procedures for programme management and delivery in a way that is consistent with the requirements of donors. . Develop a detailed work plan and budget for year one and indicative work plan and budget for future years of the programme. This will include developing the approach to VFM for the programme, and agreeing with development partners a suitable list of VFM indicators that will be monitored throughout the programme implementation phase;
 - The SP will be required to review and revise the programme log frame including making recommendations to the Steering Committee on changes to logframe indicators. This will include populating baselines and establishing annual milestones and targets, and developing the approach to risk management. The revised logframe and risk matrix will be approved by the programme Steering Committee.
 - Alongside the revised logframe, the SP will be required to design a robust programme monitoring and evaluation framework. This will include the monitoring arrangements / approach in relation to specific civil society initiatives funded through the programme. A specific requirement will be to outline the proposed approach to monitoring change at the outcome level.
 - Subject to approval of the Steering Committee, the SP will initiate expressions of interest for the first thematic programme windows with a view to disbursing the first programme grants before December 2015.
15. Subject to satisfactory completion of the inception phase, and approval of the inception report, the Service Provider will be contracted to implement the programme, for 4½-years.

The following will be required during Implementation Phase

16. Whilst the approach and methodology for the **implementation phase** will be defined in more detail during the inception, we expect it should include but not be limited to the following:
- Ongoing capacity building support to Rwandan civil society, and to the Government of Rwanda, including strengthening key skills and organisational capacity. The main focus of this will be to support focused and constructive engagement between government and civil society.
 - Screening proposals for capacity building and financial support received from CSOs and make preliminary recommendations based on agreed evaluation criteria. Final decisions for approval of support will be taken by the Steering Committee.
 - Develop support agreements with CSOs participating in the programme, and ensure beneficiary organisations put in place agreed systems for reporting, monitoring and evaluation and financial control. The SP will monitor the implementation of these agreements.
 - Administer the programme and grant funds and ensure the delivery of capacity building support. The SP will be guided by the Advisory Committee and the Steering Committee. The latter will take decisions and approve work plans, budgets and cooperation agreements with CSOs receiving financial or capacity building support.
 - Identifying and where appropriate documenting and communicating key lessons drawn from the programme.

- Provide quarterly and annual progress reports on the implementation of the programme to the Advisory Committee and Steering Committee. This will include regular reporting on log frame indicators and programme expenditure, updates on risk and political economy analysis, and value for money analysis.

17. The programme will be subject to independent reviews in the form of an inception review after the six month inception phase, followed by annual reviews.

Performance requirements

18. DFID will agree Key Performance Indicators (KPIs) with the SP and are likely to include: Quality and delivery; management, financial; personnel; and innovation indicators. KPIs for the implementation period will be agreed by the end of inception. These KPI's will be linked to a percentage of the fees payable under this contract. The percentage will be agreed by the end of the inception and is expected to be between 5% and 10%.

Constraints and dependencies

19. The successful SP is expected to be in place by May 2015. The SP will need to be willing to work in full co-operation with the Development Partner's Steering Committee and with Rwandan Civil Society Organisations and Government partners including taking into consideration cultural and other differences that may shape these working relationships.

Reporting

20. The Service Provider will be required to provide a single set of programme reports and financial reports, which will be designed to meet the requirements of all of the contributing donors. The reports include:

- An inception work plan to be submitted to DFID after three weeks in country. The work plan will be approved by the Steering Committee;
- A complete inception report to be submitted to DFID at the end of the six months of the inception phase covering all aspects of programme design and implementation. The report will set out the results and findings of all inception activities including the proposed revised logframe. It will also incorporate the detailed (and costed) work plans for years 1 and 2, and indicative budgets and work plans for the remainder of the programme. The inception report will be reviewed and approved by the Steering Committee;
- Programme and management budgets (detailing costs per output) and any information required on specific issues especially any that differ from the information in the business case documents;
- The Service Provider will be required to submit quarterly financial forecast of expenditures (the budget) disaggregated monthly for the financial year April to March. Six monthly comparison of budget with expenditure. Monthly invoices submitted to DFID and their values, quarterly progress and financial reports, external audit reports on the annual financial statements, and mandatory financial reports according to a format to be agreed with DFID during the inception phase.
- The Service Provider will be required to document and disseminate through a variety of media useful results and lessons learned (output 4), acting as a conduit of information and best practice between partners, and to key stakeholders.

Timeframe

21. This is a five-year programme (2015-2020), with the option of a further extension of up to two years. Should DFID decide to exercise this option, any extension would be on existing or improved terms and rates to DFID and other funding partners. The first year will include the six month inception phase (May-November 2015). The selected Service Provider will be expected to mobilise on site in Rwanda by May 2015.
22. At the end of the Inception phase there will be a break point to review the Inception Outputs. Progress to the Implementation Phase will be subject to satisfactory performance of the Service Provider and upon delivery of Inception outputs and the continuing needs of the Programme. The contract review may signal a restructuring of the ToRs, timeframe or the scale or scope of work in particular areas.

DFID Coordination

23. DFID will be the lead donor representing other contributing development partners through delegated cooperation arrangements and will be the direct counterpart to the Service Provider. The Service Provider will report to the programme Steering Committee. The DFID Rwanda Governance Team Leader is the Senior Responsible Owner (SRO) for the programme; the DFID Governance Advisor is the lead Adviser for the programme and will be working on a day-to-day basis with the Service Provider on behalf of the Steering Committee. The DFID Deputy Programme Manager will ensure sound financial management, corporate compliance and reporting aspects of the programme.

Commercial considerations

24. There is a possibility the size of the fund could vary post-award due to changes in the levels of donor contributions. The commercial offer should therefore explicitly identify individual cost components including those that are fixed and those that are variable by level of activity.

Duty of care

25. The Service Provider is responsible for the safety and well-being of their Personnel (as defined in Section 2 of the Contract) and Third Parties affected by their activities under the contract, including appropriate security arrangements. They will also be responsible for the provision of suitable security arrangements for their domestic and business property.
26. DFID will share available information with the SP on security status and developments in-country and where appropriate, DFID will provide the following:
 - A security briefing for all SP Personnel to be offered by the British High Commission/DFID on arrival, including reference to the latest travel advice available on the Foreign and Commonwealth Office website: <https://www.gov.uk/foreign-travel-advice/rwanda>;

- All such Personnel must register with their respective Embassies to ensure that they are included in emergency procedures;
 - A copy of the DFID visitor notes (and a further copy each time these are updated), which the SP may use to brief their Personnel.
27. The Service Provider is responsible for ensuring appropriate safety and security briefings for all of their Personnel working under this contract and ensuring that their Personnel register and receive briefing as outlined above. Travel advice is available on the FCO website and the SP must ensure they (and their Personnel) are up to date with the latest position.
28. Acceptance of responsibility must be supported with evidence of Duty of Care capability and DFID reserves the right to clarify any aspect of this evidence.

Background

29. DPs have been actively funding civil society organisations for both service delivery and advocacy activities. Funding has been provided separately by different donors on a project-by-project basis, which makes it difficult to ensure that donor support is coordinated and coherent. DPs are increasingly recognising that joint funding arrangements are required to strengthen coordination, limit the risk of duplication (multiple funding of the same activities), reduce transactions costs, achieve economies of scale and support a common vision for the development of civil society. Civil society organisations also recognise that the fragmentation and lack of predictability in the present funding environment has hindered their ability to develop their organisational capacity and strategic objectives.
30. Rwanda has made significant progress in recent years in strengthening government effectiveness and delivering public services. Although there is still much to be done in this area, there is also an increasing recognition of the importance of building strong institutions of state and non-state - capable of sustaining Rwanda's positive trajectory long into the future. The DPs are considering how best to support this agenda, including through support to civil society organisations. They are conscious that this requires an approach that encourages constructive engagement between civil society and government for improving policy and governance.
31. Support to civil society in Rwanda is not simply a question of funding. The principal challenge relates to building capacity and addressing institutional weaknesses. There is a critical need to build the confidence and skills of civil society to engage with government on policy issues. This will require support for the development of research, advocacy and communication skills. Research and survey skills are particularly important in the Rwandan context, where government tends only to be receptive to CSO advocacy when this is backed by high standards of evidence. Technical capacities in research and advocacy must be matched by increased confidence amongst CSOs to overcome their reluctance to engage with government on policy issues. This needs to include advice and experience sharing on approaches to policy advocacy, emphasising constructive and non-adversarial types of engagement, as well as guidance on how to discuss safely politically sensitive topics and respond to government reactions - negative and positive.
32. Strengthening CSO skills in policy engagement will only be successful where government is receptive to dialogue. There is a general lack of experience within

government on constructive modes of engagement with CSOs, which points to the need for complementary support to government to facilitate bridge building with CSOs. This should focus on strengthening dialogue skills in government and creating spaces for constructive engagement between government and CSOs in an atmosphere of trust.

33. In addition to gaining skills and confidence, there are major organisational challenges for CSOs, who would benefit from support for strengthening internal governance, developing their membership base, networking and improving planning and management processes. There is a particular need for support on strengthening networks between civil society organisations. These are likely to be most effective where they take the form of loose, informal and issue-based coalitions rather than formal NGO umbrella structures. Networking between different types of civil society organisation should also be facilitated, in particular strengthened relations with media organisations as a way to communicate CSO messages and invite broader public participation in policy discussions. Networks between Rwandan organisations and counterparts in other EAC countries would also help to expose Rwandan CSOs to new ideas and practices.