

Terms of Reference: Consultancy services for Rwanda Economy Digitalisation (RED) Programme Interim Evaluation

Introduction

The [Rwanda Economy Digitalisation \(RED\) Programme](#) is a three-year initiative to support a sustained shift in Rwanda to an inclusive, digitalised economy. The focus of the programme is increased data-driven policymaking, leading to improved digitalisation across key sectors of the Rwandan economy.

Data analysis is undertaken to guide better targeting of policy and programme interventions to support vulnerable and impoverished populations, thereby expanding opportunities for financial, economic and social inclusion. As such, the programme supports key stakeholders, including the Government of Rwanda (GoR) in leveraging insights from data to improve policymaking, catalyse innovation, and ultimately, improve livelihoods. Ultimately, the programme is intended to catalyse data-driven decision-making more broadly, including among the private sector in Rwanda. This programme, which is hosted by the Ministry of ICT and Innovation (MINICT), is driven by a partnership with technical support from [Cenfri](#) and financial support from the Mastercard Foundation.

Cenfri intends to recruit an independent consultant or consultancy firm to undertake an evaluation of the RED programme activities and the related outcomes and impact to date.

Context

The programme builds on work undertaken by Rwandan agencies in partnership with Cenfri between 2015-2020, as part of the insight2impact or [i2i programme](#). That programme focused on the better use of data to advance financial-sector development and economic inclusion in the country.

The RED Programme has a strong focus on using data to drive Rwanda's cashless agenda, but also broader focus in demonstrating and promoting data-driven decision-making. MINICT and its programme partners will use data to better monitor the uptake of digital payments in the target sectors, analyse the outcomes of this digitisation, consider the relevant policy implications and advise on how cashless payment interventions can be better targeted. Accelerating digitalisation of payments in these sectors should drive efficiencies for households, ultimately improving livelihoods.

Beyond the GoR's cashless agenda, the programme is intended to demonstrate practically that analysis of big data can substantially improve policy efficiency and effectiveness because it can illustrate trends more quickly than traditional evidence gathering techniques such as surveys. In that way it can improve the targeting of

government services to reach the most vulnerable and promote an inclusive approach to digital transformation.

This programme sits within the Mastercard Foundation's Research Division and is linked to the foundation's digital economy portfolio. We believe it also has the potential to contribute to four of the seven Mastercard Foundation Portfolio Outcome Themes listed below (namely ii, iii, v and vi):

- i. Equitable access to increase market opportunities
- ii. Deepened financial inclusion
- iii. Increased contribution of technological solutions
- iv. Strengthened skills and capacity of youth
- v. Enhanced organizational effectiveness
- vi. Strong formal and informal institutions
- vii. Ensuring youth rights, inclusion, and voice

From a Mastercard Foundation perspective, the RED Programme it is somewhat atypical and experimental in nature. It is initially being implemented over three years to test the focus and suitability of the approach. One of the objectives of this evaluation is to test whether extending the programme to five years will change or deepen the likely impact of the programme.

Programme outline

Timeframe. Although the RED Programme was officially launched on 17 March 2021, the tripartite MoU between MINICT, Cenfri and the Mastercard Foundation was only signed in June 2021 and many of the formal programme activities and related staff recruitment only commenced after that date. The programme is currently scheduled to terminate on 28 February 2024.

Team. Cenfri has established an office in Rwanda and the programme employs 17 Kigali-based staff. This includes an initial cohort of 8 data fellows who have been placed as interns within partner entities for a fixed term. A further 7 full-time technical staff and several part-time operational staff operate out of Cape Town, South Africa.

Programme partners. The programme is hosted by MINICT, which plays a critical role in mediating access to, and engagement with, other government entities. Other programme partners include the Rwanda Management Institute, the Rwanda Utilities Regulatory Authority (RURA), the National Bank of Rwanda, the Rwanda Space Agency, and the ICT Chamber. We also have contractual arrangements with several private sector players.

Target sectors. This programme is intended to support both public-policy interventions and private-sector innovation to drive digitalisation in a manner that enables a significant and sustained transition to a more digitalised economy. The resulting data-driven policymaking aims to promote inclusion of low-income Rwandans in its targeted economic sectors with high levels of informal employment: 1) Agriculture, 2) Retail, 3) Tourism, and 4) Education (where the concern is less

informal employment but rather the foundational role of education in future employment prospects).

Workstreams. The programme is organised around four workstreams: Data and research (Data hub), Policy intervention support, Private sector and innovation support, and Upskilling and capacity building. The contribution of each workstream is outlined below:

- **Data and research support (Data Hub).** Building trusted relationships to secure access to data (including the related technical and contractual arrangements and safeguards) and then cleaning the data are important precursors to analysing the data.
- **Policy intervention.** Members of this workstream often need to convince data holders and policymakers about the value of analysing data for policymaking. Once data is secured and the initial analysis is complete, additional contextual work is undertaken and policy recommendations are formulated. Policy stakeholders are engaged and policy scenarios are developed. This tends to be an iterative process, as insights are developed from the data analysis, the policy implications are tested and sometimes this results in further analysis being needed.
- **Private sector and innovation support.** We identify companies that have data and negotiate around partnering with them in their data work. Much of the work involves capacity building. We have partnered with the ICT Chamber and they are leading much of the work related to this workstream.
- **Upskilling and capacity building.** A range of approaches are used to encourage public sector staff to use data-driven approaches in their work. This includes placing staff within key institutions to increase human resource capacity, on-the-job and short-course data skills training. We also run a community of practice to encourage peer-to-peer learning.

Objectives for the mid-term evaluation

The purpose of the mid-term evaluation is to:

1. Provide an independent assessment of this experimental programme (experimental in the sense that this approach has not previously been used by the funder), to assess programme activities completed, outputs produced, outcomes and impact emerging at this point in the programme. The evaluation should also pronounce on supplementary activities that can substantially increase the impact of the programme in the short-, medium- and longer-term.
2. Document learnings from key stakeholders involved in the work to date, with particular reference to whether the programme approach is working, what challenges have been experienced and how these could best be addressed, and within the context, which are the essential elements that are making / can make this programme and approach successful both within Rwanda and in other contexts. It would be useful to understand the likely sustainability of the approach and extent of government ownership/interest.

The findings on both 1) and 2) may inform a decision to extend the programme beyond the initial 3-year period.

In terms of results, the evaluation should focus on determining the *contribution* made by the programme at this stage to realising outcomes and impact within the Rwanda ecosystem.

Scope and key evaluation questions

The evaluation should focus on understanding the following:

1. Whether the programme design (including core activities) is fit for purpose.

Key questions:

- *Access to data:* Has the programme been able to secure access to appropriate data from GoR and private sector partners? Where this has been successful, what has contributed to accessing data (e.g., enhancing the legal framework for sharing data, accessing and reviewing relevant data and analysing this data where relevant, establishing the RISA data hub)?
- *Data visibility:* Has the programme changed the visibility and accessibility of the data within the institutions it has worked with? (e.g., building data pipelines, producing data insights)
- *Policy-relevant analysis:* Has the programme prepared policy-relevant analyses? (e.g., producing hypotheses and recommendations for policy, which are informed by data insights)
- *Design and activity changes:* Also consider, with reference to the above questions, what should be added/dropped from programme implementation to make the programme more impactful, with a specific focus on unforeseen dimensions that were not anticipated in the original design.

2. An assessment of the extent to which the programme has supported the relevant stakeholders in embracing data-driven decision-making (emerging outcomes), with a focus on critical success factors and stumbling blocks:

Key questions:

- *Data insights and the policy process:* Are there examples of the programme contributing to the integration of insights from data analysis into the GoR policy process?
- *Building capacity and awareness:* What role has programme-related upskilling or capacity-building played in observable changes relating to openness to data-driven decision-making? In the view of key stakeholders or participants, what is the usefulness and relevance of our training and awareness-building activities?
- *Necessary preconditions:* Is it possible to determine the requisite factors or preconditions with policymaking institutions that facilitate the ability to act on data
- *Sustainability:* Linked to points 2 and 3 above, is there deemed to be a reasonable chance (and sufficient government ownership) that some of the data-driven decision-making practices could be continued after the official end of the programme?

- *Future focus:* Based on the results to date, what should the priority focus areas be going forward for the programme?
- *Obstacles and challenges:* What are the major obstacles to achieving outcomes and impact under the programme?

Evaluation methodology and approach

The proposed methodology is expected to include a primarily qualitative approach (with qualitative data collected from key staff and stakeholders), as well as a document review component. The evaluation should consider the following data sources:

- Existing programme documents, including our proposal, workplan, reports to the Mastercard Foundation and our internal M&E data, relevant meeting notes from GoR engagements, etc.
- Interviews with the RED Programme director, four workstream leads and other staff members as required.
- Interviews with members of the governance committees, incl. key GoR stakeholders and Mastercard Foundation representatives
- Interviews with select GoR staff, incl. Chief Digital Officers (CDOs)
- Interviews with key private sector players
- Key informant interviews with main project implementing partners such as 71point4 and ICT Chamber

In terms of assessing outcomes and impact, we are guided by the Mastercard Foundation's shared measures as a framework. Bearing in mind that the RED Programme is atypical of other Mastercard Foundation-funded programmes and not as directly linked to dignified and fulfilling work for young people, these measures should be considered as part of the review.

The following aspects of these measures are the focus for the RED Programme:

- ***Strengthening capacity for change:*** In terms of capacity building, we are interested in surfacing the views of our key stakeholders (both in GoR and the private sector) on the usefulness and relevance of our training and awareness building activities, how our support may have changed how they think about data and data-driven decision-making, and how they have gone on to apply what they've learnt. We want to document which organisations (that have been assisted via the programme) acknowledge a better use of data and/or a change in their business model or approach as a result of our support. We are also interested in how they have gone on to change their organisational practices. Where these changes are not yet mature, we want to assess how organisations are progressing in this direction.
- **Data-driven decision-making:** We want to document examples of when and how our data and insights have been used and gather feedback from GoR stakeholders on how their mindsets may have changed around the usefulness of data and data-driven policymaking, and what has changed as a result (e.g. shifts in policymaking processes, policies or implementation of policies informed by our data and insights). If a policy has been changed, is data then used to monitor the

impact of the policy change? We want to document which private sector organisations (that have been assisted via the programme) acknowledge a better use of data and/or a change in their business model as a result of our support.

- **Enabling environment for youth employment.** While this is not the primary focus of the programme and relates to longer-term impact, we are also interested to document (if it is already possible at this stage of the programme) whether our work may have illuminated any barriers to youth employment in Rwanda and whether this work could contribute to the removal of barriers in the enabling / policy environment.

Service providers are encouraged to propose an evaluation design that reflects current best practices for evaluation, and which is particularly suited to the type of programme RED is and the kind of stakeholders engaged during RED Programme activities. The exact evaluation design will be finalised following the inception report.

Note that service providers would be expected to conduct in-person interviews in Rwanda. If not currently based in Rwanda, the budget submitted in response to this ToR should make provision for related travel expenses.

Deliverables

The deliverables for the evaluation are:

- An inception report detailing the workplan, timelines, meeting schedule, and key evaluation questions to be addressed. This should be submitted 2 weeks after contracting, and will be reviewed by RED management and potentially, key partners. The consultants should incorporate one round of comments from this review.
- A draft report addressing the scope, as detailed above, and including recommendations for RED. The report should contain: Executive summary (no more than 2 pages), introduction, analysis and findings, conclusions and recommendations. It should be provided in MS Word format for comment by RED.
- A final report of no more than 25 pages, excluding annexures, that incorporates one or more rounds of comments from RED and the Mastercard Foundation.
- Any data and documentation captured for the purpose of the evaluation (Excel sheets, interview notes – including key stakeholder quotes, meeting notes, etc.) and which supports the analysis and findings should be submitted to RED upon completion of the project (uploaded in the online repository).
- A brief presentation (PPT) of the emerging analysis, findings and learnings to RED management and the Mastercard Foundation at the end of the interview process/country visit.
- A presentation of the analysis, findings and learnings to RED and the Mastercard Foundation at the end of the evaluation.

Reporting and support from programme team

The evaluation consultant will report to the RED Programme management.

RED Programme staff will:

- Assist in making introductions to relevant programme partners
- Supply a list of relevant stakeholders for potential interviews
- Make relevant documentation available via an online repository

Timelines

Proposals for the mid-term evaluation should be submitted in electronic format, by **17h00 (CAT) on Tuesday 16 May 2023**.

The project will ideally be awarded by the end of May 2023 and should commence immediately thereafter. The review is expected to be completed within two months of commencement. Proposals should set out a detailed timeline including a presentation to RED and the Mastercard Foundation upon conclusion, and submission of the final report 2 weeks after the presentation.

Content of proposal

Proposals should include:

- **Technical proposal** (no more than 8 pages):
 - A short description of your understanding of the evaluation objectives and requirements and your proposed evaluation design and methodology. Preference will be given to proposals that include an informed suggestion on the most meaningful and creative approach to the evaluation
- **Organisational qualifications and team composition:**
 - Statement of qualifications of firm(s) and/or individuals in relation to the following (where applicable):
 - Experience reviewing and evaluating the impact/effectiveness of research-to-policy interventions or research-to-private-sector-change interventions
 - Experience reviewing and evaluating interventions that focus on systems-level changes
 - Familiarity with work in data science and related policy making.
 - Team composition and responsibilities
 - Name and CV (maximum 3 pages each) of staff members responsible (i) for overseeing the work; (ii) for undertaking the work
 - Contact information of individuals who will conduct the work (email)
 - Location(s) of individual(s) who will conduct the work (a presence in Rwanda will be advantageous)
- **Workplan:**
 - A high-level work plan which provides a timeline and key milestones to be achieved for the mid-term evaluation
- **Financial proposal:**
 - A detailed budget which includes:
 - Professional fees total and breakdown: Including team members, daily rates (in USD) and number of days per team member

- Direct costs
- Total costs, including taxes

Email your proposals to karenk@cenfri.org and oliviaw@cenfri.org before the deadline (**17h00 (CAT) on Tuesday 16 May 2023**), with the subject line **Proposal for consultancy services for RED mid-term evaluation**. We may invite potential providers for an interview session in that week to talk through their proposal, ahead of any final decision. The successful party should be notified within 14 working days of the proposal submission deadline, interview-dependent. The successful party will be required to sign an NDA.

Basis of award

RED will award the contract based on the following criteria and weight these as indicated:

- Relevant, demonstrated competence of the firm (or individual) in this area (15%)
- Demonstrated expertise of key individuals to be involved in this project (35%)
- Content, quality and relevance of your proposal (25%)
- Basis for your fee (25%)

Contact

Questions or comments in respect to this TOR should be sent to oliviaw@cenfri.org and karenk@cenfri.org before midday (CAT) on **11 May 2023**.