



# Foreign, Commonwealth & Development Office



## CALL DOWN CONTRACT

**Framework Agreement with:** Oxford Policy Management (OPM) Limited.

**Framework Agreement for:** Global Evaluation and Monitoring Framework Agreement (GEMFA) Lot 3

**Framework Agreement ECM Number:** ECM\_4751

**Call-down Contract For:** Monitoring And Evaluation Provider For The Exiting Poverty In Rwanda Programme (EPR)

I refer to the following:

1. The above-mentioned Framework Agreement dated 01/02/2023
2. Your proposal of 11/05/2023

and I confirm that FCDO requires you to provide the Services (Annex A), under the Terms and Conditions of the Framework Agreement which shall apply to this Call-down Contract as if expressly incorporated herein.

### 1. Commencement and Duration of the Services

- 1.1 The Supplier shall start the Services no later than 11/07/2023 ("the Start Date") and the Services shall be completed by 31/03/2026 ("the End Date") unless the Call-down Contract is terminated earlier in accordance with the Terms and Conditions of the Framework Agreement.

### 2. Recipient

- 2.1 FCDO requires the Supplier to provide the Services to the FCDO (the "Recipient").

### 3. Financial Limit

- 3.1 Payments under this Call-down Contract shall not, exceed £947,787 ("the Financial Limit") and is exclusive of any government tax, if applicable as detailed in Annex B. Payments shall be made on a 'Milestone Payment Basis' and the following Clause 22.3 shall be substituted for Clause 22.3 of the Section 2, Framework Agreement Terms and Conditions.

## PAYMENTS & INVOICING INSTRUCTIONS

- 3.2 Where the applicable payment mechanism is "Milestone Payment", invoice(s) shall be submitted for the amount(s) indicated in Annex B and payments will be made on satisfactory performance of the services, at the payment points defined as per schedule of payments. At each payment point set criteria will be defined as part of the payments. Payment will be made if the criteria are met to the satisfaction of FCDO.



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When the relevant milestone is achieved in its final form by the Supplier or following completion of the Services, as the case may be, indicating both the amount or amounts due at the time and cumulatively. Payments pursuant to clause 22.3 are subject to the satisfaction of the Project Officer in relation to the performance by the Supplier of its obligations under the Call-down Contract and to verification by the Project Officer that all prior payments made to the Supplier under this Call-down Contract were properly due.

## **4. FCDO Officials**

- 4.1 The Project Officer is: REDACTED
- 4.2 The Contract Officer is: REDACTED

## **5. Key Personnel**

The following of the Supplier's Personnel cannot be substituted by the Supplier without FCDO's prior written consent:

Core Team:

- REDACTED

## **6. Reports**

- 6.1 The Supplier shall submit project reports in accordance with the Terms of Reference/Scope of Work at Annex A.

## **7. Duty of Care**

All Supplier Personnel (as defined in Section 2 of the Agreement) engaged under this Call Down Contract will come under the duty of care of the Supplier:

- I. The Supplier will be responsible for all security arrangements and Her Majesty's Government accepts no responsibility for the health, safety and security of individuals or property whilst travelling.
- II. The Supplier will be responsible for taking out insurance in respect of death or personal injury, damage to or loss of property, and will indemnify and keep indemnified FCDO in respect of:



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- II.1. Any loss, damage or claim, howsoever arising out of, or relating to negligence by the Supplier, the Supplier's Personnel, or by any person employed or otherwise engaged by the Supplier, in connection with the performance of the Call-down Contract;



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- II.2. Any claim, howsoever arising, by the Supplier's Personnel or any person employed or otherwise engaged by the Supplier, in connection with their performance under this Call-down Contract.
- III. The Supplier will ensure that such insurance arrangements as are made in respect of the Supplier's Personnel, or any person employed or otherwise engaged by the Supplier are reasonable and prudent in all circumstances, including in respect of death, injury or disablement, and emergency medical expenses.
- IV. The costs of any insurance specifically taken out by the Supplier to support the performance of this Call-down Contract in relation to Duty of Care may be included as part of the management costs of the project, and must be separately identified in all financial reporting relating to the project.
- V. Where FCDO is providing any specific security arrangements for Suppliers in relation to the Call-down Contract, these will be detailed in the Terms of Reference.

### **8. Tender Technical Response**

8.1 REDACTED

### **9. Call-down Contract Signature**

- 9.1 If the original Form of Call-down Contract is not returned to the Contract Officer (as identified at clause 4 above) duly completed, signed and dated on behalf of the Supplier within **15 Working Days** of the date of signature on behalf of FCDO, FCDO will be entitled, at its sole discretion, to declare this Call-down Contract void.

No payment will be made to the Supplier under this Call-down Contract until a copy of the Call-down Contract, signed on behalf of the Supplier, returned to the FCDO Contract Officer.



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**ANNEX A**

**TERMS OF REFERENCE:**

**MONITORING AND EVALUATION PROVIDER FOR THE EXITING POVERTY IN  
RWANDA PROGRAMME (EPR)**

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<b>Acronyms</b>	
BHCK	British High Commission in Kigali
cPW	classic Public Works
CSOs	Civil Society Organisations
DLIs	Disbursement Linked Indicators
DS	Direct Support
EICV	Enquête Intégralesur les Conditions de Vie des Ménage/ Integrated Household Living Conditions Survey
EPR	Exiting Poverty in Rwanda Programme
ePW	expanded Public Works
EQALS	Evaluation Quality and Learning Services
FAO	Food and Agriculture Organisations
FCDO	Foreign Commonwealth and Development Office
FGD	Focus Group Discussions
GoR	Government of Rwanda
IDIs	In-Depth Interviews
INGOs	International Non-Governmental Organisations
KfW	German Development Bank
KIIs	Key informant interviews
KPIs	Key Performance Indicators
LHIs	Life History Interviews
LODA	Local Administrative Entities Development Agency
MEIS	Monitoring and Evaluation Information System
MEL	Monitoring, Evaluation and Learning
MINALOC	Ministry for Local Government
MTR	Mid-Term Review
NISR	National Institute of Statistics Of Rwanda
NSDS	Nutrition Sensitive Direct Support
NST	National Strategy for Transformation
NST1	National Strategy for Transformation (2018-2024)
PwD	People With Disabilities
SEAH	Sexual Exploitation, Abuse and Harassment
Sida	Swedish Development Agency
SLE	Sustainable Livelihoods Enhancement
SP	Social Protection
SPSSP	Social Protection Sector Strategic Plan (Spssp, 2018/19– 2023/24).
TBD	To Be Determined
ToR	Terms Of Reference
VfM	Value for Money
VUP	Vision 2020 Umurenge Programme
WFP	World Food Programme

## 1. Introduction

The Foreign Commonwealth and Development Office (FCDO) is seeking a Supplier to deliver a **Monitoring, Evaluation and Learning (MEL) project** as part of the Exiting Poverty in Rwanda Programme (EPR). The UK is a longstanding supporter and respected partner within Rwanda's Social Protection Sector and the current programme provides over £64m of financial aid and technical assistance to the Government of Rwanda to support the social protection system be more effective, inclusive and sustainable, in a way that supports an increased number of poor and vulnerable people and provides pathways out of poverty.

The **aim** of this MEL project is to inform programme implementation, evidence-based policy dialogue on social protection with Government of Rwanda (GoR) and other stakeholders, and strategic decision making around the UK's support for the sector.

A more up to date understanding of the impact of social protection assistance on poverty reduction in Rwanda (and any potential shortcomings) is vital to ensure continued impact, especially following contextual and programmatic changes that have taken place in recent years, such as the introduction of new social protection instruments, scale up of coverage, the impact of the COVID-19 pandemic and current cost of living crisis. Further contextual and programmatic detail can be found in Annex A and B.

This is an exciting opportunity, at a unique point in time to improve the evidence base and drive the future direction of social protection in Rwanda and inform the delivery of UK programming and the sector more broadly.

## 2. Objective of the Project

The **objective** of the project is to support FCDO and GoR to monitor and assess progress against the implementation of the national Social Protection Programme the Vision 2020 Umurenge Programme (VUP); and Social Protection Strategic Plan (SP-SSP), to assess its effectiveness in reducing poverty and vulnerability in Rwanda, and to generate evidence and learning that will help improve the delivery of the EPR Programme and strengthen wider social protection policy and programming in Rwanda. This will be achieved through up to **four project outputs**:

- 1) Output 1: Verification of EPR Disbursement Linked Indicators (DLIs)
- 2) Output 2: EPR mid-term review (MTR)
- 3) Output 3: VUP impact evaluation
- 4) Output 4: Research and evidence\*

\* Output 4 is an important aspect of the wider vision of the project, in allowing us to target particular research areas that require further investigation and build the evidence base to inform UK programming and the sector's broader direction. This output however will only begin in year 2 or 3 of implementation and is contingent upon securing additional funding, and as such, appropriate proportionality is encouraged when proposing delivery in this area.

## 3. Recipients Of Services

The FCDO and Government of Rwanda will be the main recipient of the services provided through this project. The work will inform British High Commission in Kigali's (BHCK) current programming, as well as investments and strategic decision making about the UK's engagement in the sector going forward. The work will benefit the Government of Rwanda, through a robust analysis of the impact of social protection investments and will require close



collaboration and engagement with the Ministry for Local Government (MINALOC), the Local Administrative Entities Development Agency (LODA), and the National Institute of Statistics of Rwanda (NISR). It is expected that the findings of the impact evaluation will inform policy dialogue between BHCK and the GoR around potential areas for improvement in the National Social Protection Programme, and any potential adaptations in the EPR programme.

More broadly, outputs 3 (impact evaluation) and 4 (research and evidence) will also benefit the broader social protection sector, including other government institutions and development partners operating in the sector. The FCDO is the co-chair of the Social Protection Sector Working Group, alongside MINALOC. The Sector Working Group will be a key forum for dissemination of both the evaluation of VUP and the research, evidence and learning produced by the Supplier. This will ensure that the findings and insights from the MEL project is disseminated and discussed with a broad range of stakeholders including Government, Development Partners, and civil society, and ensure that the evidence products benefit the whole sector, contribute to capacity development, and provides opportunities for mutual learning.

#### **4. Scope Of The Project**

##### **Project Management**

The Supplier will provide the appropriately skilled personnel and systems to ensure the successful day to day management of the Contract including project leadership, financial management, risk management, logistics, and administrative duties.

##### **Monitoring and Evaluation services**

The Supplier will provide appropriately skilled staff and systems to deliver the project outputs:

**Output 1:** Annual verification of the GoR's implementation of the Disbursement Linked Indicators agreed between GoR and the UK (which are linked to the EPR programme outputs and outcome);

**Output 2:** Generating learning from the EPR programme through a light-touch Mid-Term Review;

**Output 3:** Strengthening the evidence base around social protection in Rwanda through an impact evaluation of Rwanda's National Social Protection Programme, VUP (with qualitative and quantitative data collection processes); and

**OPTIONAL OUTPUT** (*Please see table 2 for more detail.*)

**Output 4:** Conducting 2-3 discrete and strategic research and evidence work to support FCDO and GoR to monitor and assess progress against the implementation of key areas of the Social Protection Sector Strategic Plan and the overarching outcome and outputs of the EPR programme.

#### **5. Contract Budget and Timeframe**

The maximum budget available will be **£1,000,000** (inclusive of ALL applicable taxes).

The Contract duration is of **32 Months** from **1 July 2023 to 31 March 2026** subject to review points set out in detail at paragraph 9.

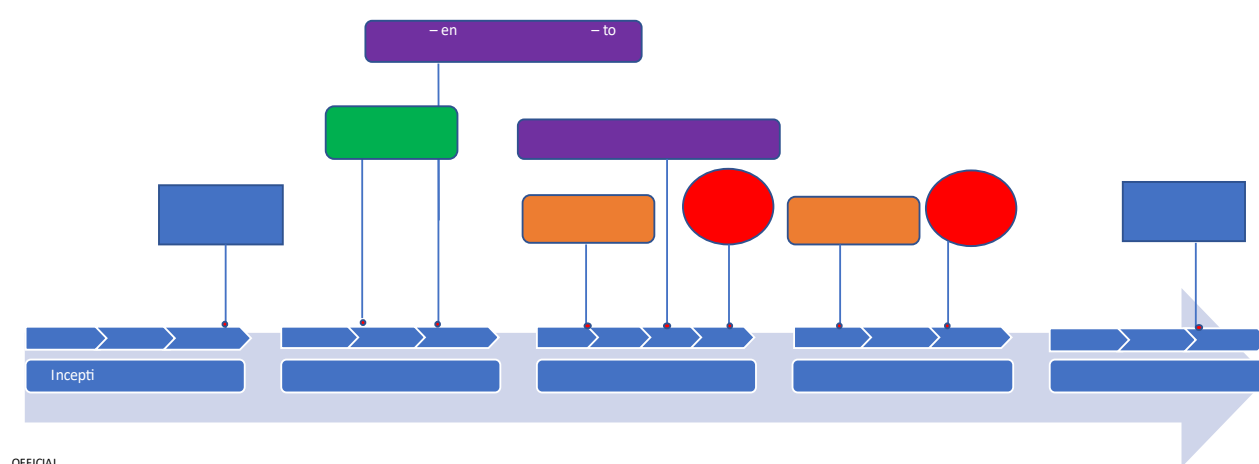
The Contract may be extended by up to 15 months with a maximum budget increase of £600,000 full details of scale up/extension options are set out in paragraph 9.

The Contract will consist of three phases:

- i. Inception Phase – 3 months
- ii. Implementation Phase – 26 months
- iii. Closure Phase – 3 months

## 6. The Requirements (Key Deliverables and Outputs)

The associated **project deliverables and provisional timeline** are captured in the diagram:



The timeline reflects UK financial year and timing of some deliverables may change (e.g. the impact evaluation depends on the timing of available household poverty data) and timelines for reporting and deliverables are provisional subject to key milestones for the Programme being achieved. The timing of the Implementation Phase deliverables will be agreed as part of the Inception Phase report and will be reviewed quarterly.

### Inception Phase

The MEL Project Inception Phase (three months) will be spent establishing the project implementation plan and finalising the inception phase outputs. The Supplier shall deliver the following technical outputs during the inception phase of the contract:

Table 1 Inception Phase Outputs Output	Description	Due Date
1.	Finalised framework for Exiting Poverty Review Mid Term Review	End month 1 of inception phase
2.	Finalised verification protocol for the DLIs building on the draft protocol submitted with the bid	End month 2 of inception phase

3.	Finalised evaluation framework for qualitative and quantitative evaluation of the GoR's VUP programme	End of inception phase
4.	Provisional list of proposed analytical works in line with the priorities of the SP Sector Working Group and existing evidence gaps	*pending additional funds.
5.	Finalised use and influence plan for the four outputs	End of inception phase
6.	Inception Phase Report	End of inception phase

## Implementation Phase

The MEL Project implementation phase will be spent working on delivering a range of activities and deliverables at different stages of programme implementation. The Supplier shall deliver the following outputs during the implementation phase of the contract:

Table 2 Implementation Phase Outputs

Output	Description	Deliverables and due date:
<b>Output 1:</b> DLI verification	<p>Annual verification of the disbursement-linked indicators (DLIs) throughout the duration of the EPR programme.</p> <p>The objective of the verification is to ensure independent monitoring of the DLIs, that will enable disbursement of results-based financing.</p>	<ul style="list-style-type: none"> <li>Final verification protocol and manual (building on the existing protocol set out in Annex C) for the duration of programme to be submitted as part of inception report.</li> <li>Annual DLI dashboard and verification report covering: the annual achievements against DLI milestones, recommendations on disbursements and adaptations to the verification protocol, actions for GoR on the coming year including potential 'catch-up plans' (in March of each year beginning 2024).</li> </ul>
<b>Output 2:</b> EPR Mid-term Review	<p>At the half-way point of the EPR programme (2023), conduct a light touch assessment of the EPR programme in accordance with the logical framework.</p> <p>The objective of the MTR is to establish recommendations that will inform programme implementation and adaptation for the second half of the programme.</p>	<ul style="list-style-type: none"> <li>Review framework and methodology paper to be submitted in inception phase.</li> <li>Review activity in September 2023 and final MTR report to be submitted in October 2023 – complementing FCDO 2023 annual review process.</li> </ul>
<b>Output 3:</b> VUP programme evaluation	<p>Impact evaluation of VUP (since 2008), using qualitative and quantitative methodologies. The objective of the VUP evaluation is a two-fold:</p>	<ul style="list-style-type: none"> <li>Proposed impact evaluation framework and methodology paper to be submitted as part of the inception report.</li> </ul>

	<p>1) to estimate the impact of the national social protection programme on poverty dynamics (using secondary quantitative data from EICV<sup>1</sup> surveys from 2008 to 23/24)<sup>2</sup>.</p> <p>2) to provide the contextual analysis and deepen the evidence base around how and why outcomes differ by programme intervention as well as by gender, disability, age, poverty levels etc. (using primary qualitative data)</p> <p>Subject to timings, the Supplier will support the National Institute of Statistics of Rwanda (NISR) to collect consumption data as part of their VUP over-sample, collected through the household living standards survey, EICV7.</p>	<ul style="list-style-type: none"> <li>• Qualitative impact evaluation report (date to be confirmed following confirmation of EICV7 timing, no more than 20 pages).</li> <li>• Quantitative impact evaluation report (date to be confirmed following confirmation of EICV7 timing, no more than 20 pages).</li> <li>• Up to 2 policy briefs based on findings of impact evaluation. (date to be confirmed following confirmation of EICV7 timing).</li> <li>• Two-page summary ('evaluation digest') and slide-pack of evaluation findings for dissemination. (date to be confirmed following confirmation of EICV7 timing).</li> <li>• Organisation of dissemination event (date to be confirmed following confirmation of EICV7 timing).</li> </ul>
<b>Output 4:</b> Research and evidence generation (optional)	<p>Up to 10% of the current contract value will be allocated to delivering small scale and strategic research and evidence work, to plug emerging evidence gaps in the sector and strengthen the evidence base for social protection.</p> <p>The objective of this research is to generate evidence that will build support for the most effective policy and programming options and inform on-going programme implementation, and the design of future programming in the sector.</p>	<ul style="list-style-type: none"> <li>• List of proposed analytical works to be submitted as part of inception report, in line with priorities of the Sector Working group and existing evidence gaps.</li> <li>• 2-3 research reports (of no more than 15 pages) to be completed over the duration of the programme (timing depending on breadth and depth of selected research topics).</li> <li>• Research dissemination event to FCDO Programme Team and SP SWG (within one month of research report completion).</li> </ul>

## Exit Phase

There will be a 3-month close down period before the contract ends. The use and influence plan agreed during inception phase should guide the Supplier to actively transfer this

<sup>1</sup>EICV: *Enquête Intégralesur les Conditions de Vie des Ménages/ Integrated Household Living Conditions Survey*. The EICV is a useful survey for the purposes of evaluation, providing detailed information on key outcome variables for the social protection sector (including consumption, assets, education, debt, and employment). See Annex A for further detail.

<sup>2</sup> A previous quantitative evaluation of the VUP programme was conducted by an FCDO consultant in 2018 and can be found on LODA's website [add link].

knowledge to relevant stakeholders in Rwanda, to ensure sustainability. The Supplier shall deliver the following outputs during the exit phase of the contract:

Table 3 Exit Phase Outputs

Output	Description	Due Date
1.	Exit Strategy submitted to Programme Team	31 December 2025
2.	Final Report	31 March 2026
3.	Asset Disposal Plan	31 December 2025

## 7. Methodology

Information on the need for this evaluation work and key considerations for the methodology are set out in Annex A.

## 8. Team Structure

The MEL project team should be agile and multidisciplinary, deploying staff with relevant experience, expertise and skills at different stages of programme implementation. It is expected that a team leader/small core team will provide day to day operations and project management functions [for the duration of the MEL project] and short-term specialists would be mobilised as needed throughout the lifetime of the project to complete MEL deliverables. The Supplier should combine local and international expertise and prioritise local consultants and MEL experts as far as possible.

## 9. Contract Management

### Review Points

There will be formal reviews of the Contract at the following points:

- i. End of the Inception Phase
- ii. End of each Year of the Contract

Continuation of the Contract beyond the review points will be dependent of Supplier performance, ongoing need and availability of funds.

### Scale Up /Extension

FCDO may scale up or extend the Contract budget by up to £600,00-and the duration by up to 15 months in any of the following circumstances:

- i. Additional funding has become available and FCDO opt to include Output 4 in the Contract.
- ii. The project has demonstrated strong impact and has the potential to yield better results.
- iii. The Scope of work is expanded in duration, geography or the number of projects being evaluated.

### Scale Down

FCDO reserves the right to scale down or terminate this contract in line with the Terms and Conditions. Scaling down is at FCDO's discretion and may occur for various reasons including

but not limited to the project not achieving intended objectives, a change in the security and/or political circumstances of Rwanda, political economy reasons or a shortage of funds.

## 10. Reporting Requirements

In addition to the deliverables highlighted above, the Supplier will be expected to produce the following reporting documents, to be submitted to the programme SRO, throughout the duration of the programme:

Table 4 Reporting Requirements

Reporting	Detail
<b>Inception Report:</b>	The inception report will provide a summary of work completed as part of the Inception Phase.
Page Limit	Maximum 30 A4 pages (minimum font size 10)
Submission	By email to Programme SRO no later than four weeks before the end of the inception phase
Content	<ul style="list-style-type: none"> <li>Plans for management and implementation of the project, including roles and responsibilities of project team and governance arrangements.</li> <li>Engagement strategy for relevant stakeholders.</li> <li>Finalised value for money plan against all four Value for Money (VfM) categories (equity, effectiveness, efficiency and economy).</li> <li>Risk Assessment with risk management strategy, and a Delivery Chain Risk Map.</li> <li>Mapping of relevant stakeholders, ethical approvals and study visas required for the implementation of the MEL project.</li> <li>Accompanying technical outputs to be annexed to the main report.</li> </ul>
<b>Quarterly Reports</b>	Will include a short narrative and financial report in a format agreed with FCDO during inception phase.
Page Limit	Maximum 5 A4 pages
Submission	Provided for each quarter after inception phase by email to Programme SRO within 14 working days following the end of the reporting quarter.
Content: Technical Report	The Supplier is expected to monitor progress against implementation and capture learning on what is and what is not working and feed this back into implementation. Format of this narrative report will be agreed between the Supplier and FCDO.
Content: Financial Report	Submission of accurate monthly financial report, including detailed financial updates and forecasts, in the format agreed with FCDO on or before the date as instructed by FCDO.
Content: Work Plan	Quarterly workplans submitted demonstrating Supplier flexibility, appropriate technical expertise and responsiveness to FCDO requirements as raised during Project Meetings.
<b>Annual Reports</b>	The annual report will contribute to the wider EPR programme's Annual Review and will include an overview of progress against the implementation deliverables.
Page Limit	Maximum 20 A4 pages
Submission	By email to Programme SRO no later than 1 October of each year.

Content	In a format agreed between the Supplier and FCDO.
<b>Final Reports</b>	A final report after completion of the Contract deliverables.
Page Limit	Maximum 20 A4 pages
Submission	By email to Programme SRO no later than 31 March 2026.
Content	Will cover the results and lessons learned over the life of the contract in a format agreed between the Supplier and FCDO. An asset disposal plan guided by the UK asset disposal guidelines will also be required if any assets were procured with the programme funds.

## 11. Payment by Results

Payment will be made on the submission and acceptance of milestones and outputs in accordance with the Schedule of Payments at Annex B of the Contract.

The Supplier will be required to deliver effective financial management and will need to demonstrate value for money at all stages of the contract delivery. This will include demonstrating that administrative costs can be minimised and that activities are designed to maximise cost effectiveness. The Supplier will be expected to report on value for money measures undertaken during the reporting periods and this will be assessed by FCDO during the Exiting Poverty in Rwanda programme annual reviews.

## 12. Contract Oversight Requirements

### Key points of contact

The main contact for the day-to-day running of the Project will be the EPR Senior Responsible Owner (SRO) and EPR Programme Responsible Officer (PRO) based in FCDO Kigali. FCDO has a Monitoring and Evaluation Adviser that will also work with the team and the Supplier on quality assurance of deliverables.

## 13. Co-ordination and Collaboration

## 14. Partnerships

The FCDO is also committed to coordination and harmonisation of efforts across the social protection sector. FCDO leads Development Partner coordination in the sector, and works closely with the World Bank, KfW, UNICEF, WFP and Sweden (lead development partners in the sector). Discussions on the need for better evidence around the effect of social protection in terms of poverty reduction are ongoing, and the development partners have a clear interest in the evaluation of VUP and of generating more evidence and learning. The Supplier will also be required to engage with the social protection sector working group coordinator, to facilitate the dissemination of outputs.

The Supplier will also be required to engage with a wider set of stakeholders on all the deliverables throughout the lifetime of the programme. This includes the EPR Technical Assistance Facility (managed by Cowater International). The Supplier will also need to be equipped to work with GoR, seek appropriate approvals for research and evidence generation (including ethics approvals and study visas), and establish good working relationships to enable smooth DLI verification process and the MTR and gain access to key stakeholders. Whilst the MEL provider will work separately and independently of the GoR, building strong working relationships is critical for the success of the MEL provider in delivering on the required outputs and generating ownership of findings. Approval by the Rwanda National Ethics Committee is specifically relevant for the qualitative evaluation and the research and analysis component. For the quantitative evaluation, approval from NISR on the use of the

micro-data and approval of final report will be required as well as strong engagement with the EICV lead to support access and ensure that the Institute is sighted on emerging findings. For the MTR, approval from MINALOC and LODA around the engagement with staff (at central and district level) and beneficiaries will be required.

## **15. Disability**

People with disabilities (PwD) in Rwanda are disproportionately affected by poverty, facing higher risks of exclusion. The GoR has in recent years ensured greater inclusion of PwD within social protection assistance, including by expanding VUP Direct Support to cover all extremely poor households with single workers caring for people with severe disabilities. However, as recognised in the SP-SSP, more can be done to improve targeting and ensure that the most vulnerable are included in social protection assistance. The work of the MEL Supplier should therefore support FCDO and the GoR to further the inclusion of PwD in the delivery of social protection assistance, through robust M&E and research and evidence.

For FCDO disability inclusive development means that people with disabilities are systematically and consistently included in and benefit from international development. The Supplier should in their proposal outline their approach to disability inclusion and how people with disabilities will be consulted and engaged throughout the project. More broadly, the Supplier should apply a Human Rights Based Approach to project delivery, this approach should be outlined in the proposal.

The approach should specify how disability inclusion will be addressed under all four outputs of the project. All deliverables shall include a focus on disability inclusion, including recommendations on how FCDO through the EPR programme, and GoR through the VUP can strengthen its approach to disability inclusion.

## **16. Gender Equality**

Recent adaptations to the VUP programme have focused on meeting the needs of poor women, across all stages of their lives. This includes the changes to the VUP public works programme prioritising households with caring responsibilities and single parents (mainly women) and the new NSDS scheme. This phase of UK support to the social protection sector in Rwanda includes a focus on making sure that all social protection assistance is gender sensitive. The MEL project should support the FCDO and the GoR to further gender equality in the delivery of social protection assistance, through the delivery of the four outputs of this contract.

Supplier should in their proposal outline their approach to gender equality and how women and girls will be consulted and engaged throughout the project. The approach should specify how gender equality will be addressed under all four outputs of the project. All deliverables shall include a focus on gender equality, including recommendations on how FCDO through the EPR programme, and GoR through the VUP, can strengthen gender equality outcomes.

## **17. Safeguarding**

The Supplier is expected to uphold the principle of 'do no harm' throughout all activities. The project will adhere to FCDO's safeguarding standards (as set out in the enhanced [Due Diligence Assessment Guidance](#)) that cover partner policies and processes on safeguarding, whistleblowing, human resources, risk management, codes of conduct and governance. Because the programme might engage children, it will also adhere to the internationally



recognised [Keeping Children Safe Standards](#), by applying FCDO's [Child Safeguarding Due Diligence](#).

There must be protection from violence, exploitation, and abuse through involvement, directly or indirectly, in place for all FCDO programmes. This includes sexual exploitation, abuse and harassment, but should also be understood as all forms of physical or emotional violence or abuse and financial exploitation.

The Supplier must provide adequate assurance that they have appropriate policies and procedures in place to expressly prohibit and prevent sexual exploitation, abuse and harassment (SEAH), as well as appropriate procedures on to receive and address reports of such acts.

All organisations that work with or come into contact with children should have safeguarding policies and procedures to ensure that every child, regardless of location, race, age, gender, religion, culture or ethnicity, sexuality or disability can be protected from harm.

## **18. Modern Slavery**

The Supplier shall commit to prevent all forms of modern-day slavery. The Supplier shall ensure accountability and fair recruitment process for its staff and consultants that will be involved in the delivery of the contract.

## **19. UK Aid Branding and Transparency**

Transparency, value for money, and results are top priorities for the UK Government. FCDO has a duty to show UK taxpayers where their money is being spent, its impact, and the results achieved. FCDO and Sida have guidance on the use of its logos, which will be shared with the Supplier(s) as necessary.

FCDO has transformed its approach to transparency, reshaping our own working practices and pressuring others across the world to do the same. FCDO requires suppliers receiving and managing funds, to release open data on how this money is spent, in a common, standard, re-usable format and to require this level of information from immediate sub-contractors, sub-agencies and partners. It is a contractual requirement for all Suppliers to comply with this, and to ensure they have the appropriate tools to enable routine financial reporting, publishing of accurate data and providing evidence of this FCDO – further IATI information is available from: <http://www.aidtransparency.net>.

Partners that receive funding from FCDO must use the UKAID logo and acknowledge that they are funded by UK taxpayers. Partners should also acknowledge funding from the UK government in broader communications, but no publicity is to be given to this Contract without the prior written consent of FCDO. Country-facing and UK-facing branding guidelines will be provided by the FCDO Programme Team. The Supplier will also ensure visibility and provide public recognition of Sida's support to the programme in publications, speeches, press releases, announcements websites, social media, or other communication material to the public or third parties.

## 20. Digital

If the project or programme has a digital element (either directly created by FCDO or by a partner using FCDO funding), the Supplier must get this reviewed and approved at the earliest possible stage in the process (normally prior to going out to tender) by FCDO's Digital Service Team. Please also see guidance available at: <https://www.gov.uk/government/publications/guidance-on-digital-spend-advice-and-controls-for-dfid-partners-and-suppliers>

## 21. GDPR

General Data Protection Regulation (GDPR) came into force on 25th May 2019. GDPR builds on data protection legislation, with a focus on governing the processing of personal data. Personal data is information relating to an identified, or identifiable living person. The Supplier must agree to comply with GDPR legislation throughout the delivery of the contract.

### **General Data Protection Regulation (GDPR) Evaluation Question if Appendix B Applies.**

The Potential Supplier must demonstrate they understand the personal data requirements under this contract and can implement the appropriate technical and organisational measures to comply with GDPR and to ensure the protection of the rights of data subjects. This includes the human and technical resources the supplier has in place to perform the contract to the appropriate standard.

The response will be assessed by FCDO to determine whether the Potential Supplier has the capability to meet the requirements of GDPR under this contract.

FCDO reserves the right to clarify any aspect of this evidence or to request additional evidence/information where we deem appropriate. FCDO may review a supplier's understanding and capability at a more detailed level by including an award criterion for evaluation and scoring.

A Potential Supplier that fails to meet the requirements of GDPR will not proceed any further in this Procurement Process.

#### **GDPR (General Data Protection Regulations)**

The new data protection legislation aims to protect the privacy of all EU citizens and prevent data breaches. It will apply to any public or private organisation processing personal data.

The GDPR applies to data processing carried out by organisations operating within the EU, including any data processing by those organisations that may happen outside the EU.

The Supplier must demonstrate they understand the personal data requirements under this contract and can implement the appropriate technical and organisational measures to comply with GDPR and to ensure the protection of the rights of data subjects. This includes the human and technical resources the supplier has in place to perform the contract to the appropriate standard.

Please refer to the GDPR clause 33 and App A of the ToR in Section 3 of the contract. Further information on GDPR is available at [\*ICO Information on GDPR\*](#) and CCS [\*Procurement Policy Note 02/18\*](#).

## GDPR Questions

Suppliers must answer question 1 below and provide a written statement of no more than 500 words in response to question 2. This response should be accompanied with evidence to support demonstration of capability.

The response will be assessed by FCDO to determine whether the Potential Supplier has the capability to meet the requirements of GDPR under this contract. Failure to demonstrate capability at this stage may result in your response being excluded from any further technical evaluation.

FCDO reserves the right to clarify any aspect of this evidence or to request additional evidence/information where we deem appropriate. FCDO may also review a supplier's understanding and capability at a more detailed level by including a GDPR selection criteria at the ITT stage for evaluation and scoring. In certain circumstances, the Controller is required to conduct a Data Protection Impact Assessment ("DPIA") prior to any processing (see [Article 35](#) of the GDPR) and this may occur prior to contract award.

1.	Please confirm that you have in place, or that you will have in place by contract award, the human and technical resources to perform the contract to ensure compliance with the GDPR and to ensure the protection of the rights of data subjects.	Yes / No
2.	<p><i>With reference to the App A&amp;B (section 3 of the contract), which provides a FCDO high level overview of the relationships and types of personal data that will arise on this contract, please provide details of the key data protection risks you foresee with this contract and set out your proposals to deal with those risks. Please also provide details of the technical facilities and measures (including systems and processes) you have in place, or will have in place by contract award, to ensure compliance with the GDPR and to ensure the protection of the rights of data subjects. This should include, but not limited to, the following facilities and measures to:</i></p> <ul style="list-style-type: none"><li><i>• ensure ongoing confidentiality, integrity, availability and resilience of processing systems and services;</i></li><li><i>• comply with the rights of data subjects in respect of receiving privacy information, and access, rectification, deletion and portability of personal data;</i></li><li><i>• ensure that any consent-based processing meets standards of active, informed consent, and that such consents are recorded and auditable;</i></li><li><i>• ensure legal safeguards are in place to legitimise transfers of personal data outside the EU (if such transfers will take place);</i></li><li><i>• maintain records of personal data processing activities; and</i></li><li><i>• regularly test, assess and evaluate the effectiveness of the above measures.</i></li></ul>	

## **22. Duty Of Care**

The Supplier is responsible for the safety and well-being of their Personnel and Third Parties affected by their activities under this Contract. They will also be responsible for the provision of suitable security arrangements for their domestic and business property. The respective FCDO Programme Offices will share available information with the Supplier on security status and developments in-country where appropriate.

The Supplier is responsible for ensuring appropriate safety and security briefings for all their Personnel working under the Contract and ensuring that their Personnel register and receive security briefings. Travel advice is also available on the FCDO website (<https://www.gov.uk/foreign-travel-advice/rwanda>) and the Supplier must ensure they (and their Personnel) are up to date with the latest position.

## **23. Delivery Chain Risk Mapping**

Delivery Chain Risk Mapping is a process that identifies and captures, usually in visual form, the name of all suppliers involved in delivering a specific good, service or charge, ideally down to the end beneficiary. Addressing this is the actions /activities required to manage regular and exceptional risk throughout the network to reduce exposure and vulnerability. With increasing project complexity influencing Supplier / partner selection and impacting delivery chains, mapping the delivery chain down through every tier is the only way to improve visibility, provide a level of assurance and mitigate a growing burden of risk. This includes FCDO funds being distributed to each implementing (downstream or indirect) partner.

It is now also a requirement to report on the levels of contracted work being allocated to SME and other sub-contracted organisations to the government SME Small Business Policy team. As part of the contractual compliance checking process, Suppliers will be required to submit returns providing these details, as a minimum on an annual basis.

## **ANNEX A: Additional Background**

### ***Social Protection in Rwanda***

The Government of Rwanda's flagship social protection programme Vision 2020 Umurenge Programme (VUP)<sup>3</sup> was established in 2008 and has over the past two decades, alongside broader efforts within the Social Protection Sector, contributed to Rwanda's performance in delivering the national development targets including under the first National Strategy for Transformation (NST1 - 2018-2024). Rwanda's Social Protection Sector has also evolved over time, adapting existing instruments to be more inclusive and introducing new instruments to target the poorest and most vulnerable people and respond to key challenges, including addressing malnutrition more effectively. In 2020, Social Protection assistance was placed at the heart of Rwanda's response to the COVID-19 pandemic, through the expansion of existing VUP components, the introduction of emergency cash transfers and accompanying measures, along with food distribution.

Going forward, as recognised in the Social Protection Policy and its related Social Protection Sector Strategic Plan (SPSSP, 2018/19 – 2023/24), Rwanda's COVID-19 Response and Recovery Plan and NST1, Social Protection will play a vital role for Rwanda's road to recovery and medium to long term development objectives.

### ***UK support for the Social Protection Sector in Rwanda***

The FCDO leads the UK Government's effort to end extreme poverty and ensure that no one is left behind. FCDO has been a key partner in developing Rwanda's social protection sector since the inception of the VUP in 2008 and co-chairs the Social Protection Sector Working Group alongside the Ministry for Local Government (MINALOC). The first phase (2009-2014, £34m) focused on supporting the Government of Rwanda to set up VUP. The second phase (2013-2018, £62.4m) focused on expanding the VUP, both in terms of geographical reach and targeting the most vulnerable and excluded in Rwanda.

In November 2019, FCDO Ministers approved an investment of up to £64.5 million (2019-2026) to fund a third phase of work supporting Rwanda's social protection sector. This includes a contribution of 230m SEK (approximately £18.5m) co-funding from the Swedish Development Agency (Sida), which was agreed in June 2022. This is likely to be the last programme supporting Rwanda's social protection sector that involves financial resource transfer at this scale, so greater focus will be on influencing reforms in the wider policy context for social protection (SP), strengthening systems and building capacity and learning to underpin the delivery of the programme and its long-term sustainability.

### ***The Exiting Poverty in Rwanda Programme***

The EPR programme supports the social protection system to effectively and sustainably meet the needs of the poorest and most vulnerable people, to enable them to be more resilient to shocks (e.g. climatic) and escape poverty.

The EPR programme is made up of two complementary components:

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<sup>3</sup> The VUP has three major components: the Safety Net Component (comprised of Direct Support, Nutrition Sensitive Direct Support, Expanded Public Works and Classic Public Works); the Livelihood Development Component (comprised of Asset Transfers, Skills Development and Financial Services); as well as the Sensitization and Community Mobilization Component (Caseworker mechanism).

- 1) **Financial aid to the GoR for the provision of:** cash transfers (Direct Support (DS) and Nutrition Sensitive Direct Support (NSDS)), climate sensitive classic Public Works (cPW), vulnerability focussed expanded Public Works (ePW), as well as support for the development and implementation of new and innovative types of support (shock responsive social protection, categorical grants, and graduation packages including sustainable livelihoods support). And;
- 2) **Technical assistance** to the GoR to build sustainable capacity to effectively implement existing support and to introduce new and improved policy and programming.

FCDO's support in this phase will go beyond the VUP programme to provide essential financial and technical assistance to support Rwanda to establish a robust, domestically financed, inclusive and comprehensive SP sector.

The EPR programme seeks to incentivise system strengthening and policy reform through performance-based DLIs. The DLIs cover actions to be undertaken by the GoR to improve the implementation of social protection instruments as well as policy innovations and the introduction of new social protection instruments as set out in the social protection policy. See Annex X for further details of the DLIs and accompanying verification protocol.

The EPR programme is complementary to other development partner support for the sector including, the World Bank and the German Development Bank (KfW). UNICEF, World Food Programme (WFP) and Food and Agriculture Organisation (FAO) also deliver small Technical Assistance (TA) led programmes. Other relevant actors that provide cash and cash+ interventions in Rwanda include Give Directly, World Vision, World Relief, Concern Worldwide, and Plan International, who FCDO engage with through the Social Protection Sector Working Group and bilaterally.

### ***Theory of Change for the EPR programme***

The EPR programme impact, outcome and outputs are aligned with and seek to support the implementation of the Rwandan Government's Social Protection Policy (approved by the Cabinet on 16<sup>th</sup> June 2020) and SPSSP. As noted above, the EPR programme also goes beyond the SPSSP as it seeks to build sustainable capacity for management of Social Protection within Government systems.

The overall impact the EPR programme seeks to achieve is the eradication of extreme poverty and poverty reduction in Rwanda. To contribute towards this, the outcome of EPR is to enhance the resilience of vulnerable men, women and children and of the social protection system that helps sustain them. This outcome can be delivered if poor and vulnerable people are effectively supported through the national social protection programme to meet their basic needs (Output 2), to better withstand shocks and crises (Output 3), and to establish sustainable livelihoods (Output 4). This does however require strengthened capacity within the social protection system to sustainably implement more effective programmes and deliver policy innovation and reform (Output 1), including through the support of technical assistance and FCDO policy engagement (Output 5).

The full programme logframe and assumptions underpinning the programme logic can be found in Annex B of this TOR. The theory of change and assumptions should be tested as part of the MTR, the evaluation, and research and evidence products produced as part of this MEL project, to better understand the programme components' impact on strengthening resilience and poverty reduction, and improve programme implementation, strategic thinking and decision making around the UK's support for the social protection sector. The outputs of the programme

may change as the context and the Theory of Change evolve. As such, the MEL project will need to have flexibility built into the project design.

### **Poverty Dynamics in Rwanda**

Rwanda has made very impressive development gains, reducing poverty and improving a wide range of social indicators since the genocide against the Tutsi in 1994. This is evident from Rwanda's national household survey data (EICV: *Enquête Intégralesur les Conditions de Vie des Ménage/ Integrated Household Living Conditions Survey*), which started its first round in 2001. From 2001 to 2014 the proportion of people living under the national poverty line went down from 59% to 39%. Extreme poverty, as measured against the national line, fell over the same period from 24% to 16%. This is a significant reduction.

However, despite significant progress Rwanda remains a very poor country. The latest available World Bank data on people living below the international poverty line of \$1.90 a day shows that 56.5% of people in Rwanda live on less than \$1.90 per day. The COVID-19 pandemic is likely to have worsened poverty rates in Rwanda by several percentage points, making as many as 550,000 additional households poor<sup>4</sup>.

Notwithstanding the impacts of COVID-19, EICV5 data shows that poverty reduction stagnated and increased in some areas even before the pandemic (Western Province shows higher poverty rate in 2017 compared to 2011).

Analysis of poverty data from the last two decades shows that the decline in poverty reduction rates is mainly due to a decline in the proportion of people escaping poverty and a slight increase in the proportion of people becoming poor. Research commissioned by FCDO in Rwanda<sup>5</sup>, has identified a range of factors that have contributed to the slowdown in poverty reduction, and constrained people's ability to sustainably escape poverty:

- **Land scarcity:** Rwanda has reached a tipping point when it comes to land, as the shortage of land has become a primary reason for chronic poverty. Many households do not own land and must find wage labour elsewhere, and even if they own small plots or rent land, many households are not able to grow enough food to feed the family and those that do, still buy more food than they sell.
- **Limited livelihood options:** Despite investment in agricultural productivity, this is not leading to poverty reduction for many households. A thin and sluggish non-farm rural economy provides few non-farm jobs and limited localised agro-processing means that most off-farm work is restricted to low productivity, low wage, casual labour. Research shows that households without land, relying on casual labour, are by far the poorest. The number of off-farm businesses have also gone down in recent years. There has been a significant emphasis on 'growth from above' and less on 'growth from below' which looks at investing in building livelihood options for poor rural households.
- **Shocks:** Many of those who became poor in the last decade have escaped poverty previously, meaning that people move in and out of poverty, 'churning' around the poverty line. This indicates how challenging it can be to sustain an escape from poverty and the vulnerability to shocks faced by the Rwandan population. Shocks can be a range of unexpected events where people lose assets or must use savings. In Rwanda, the provision of Mutelle de Sante health insurance means that cyclical, climatic shocks are the biggest issue for many poor households (rather than health

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<sup>4</sup> World Bank Economic Update 2020 – No16.

<sup>5</sup> [Understanding the dynamics of poverty in Rwanda](#), Chronic Poverty Advisory Network (2020)



related shocks). The poorest households are vulnerable to landslides that either damage their homes or any crops they are growing. Social protection has been able to support households to withstand one (relatively small shock) but not multiple or larger shocks. At this point, households adopt negative coping strategies such as reducing meals, eating less nutritious food, buying food on credit, borrowing from friends, taking children out of schools etc. This puts people into a poverty trap, where getting out becomes increasingly difficult.

- **Household dynamics:** Whilst not in themselves causes of poverty, household dynamics can push people back into poverty and make it harder to break the cycle of poverty. This includes the number of dependents in a household (Rwanda initially reduced fertility rates but that has also slowed, especially in rural areas), level of education in the household, having elderly members of the household, family member with a disability, gender-based violence and marriage breakdown.
- **Unintended consequences of policies:** Research also highlights several Government policies that have had unintended negative impact on households and their ability to escape poverty. This includes high costs to start businesses, market levies, land consolidation for commercial farms, and consolidation of rural houses into central villages.

The slowdown in poverty reduction has led to questions around the effectiveness of policy inputs and that poverty reduction efforts are not working as they have before (during the 2000s and early 2010s). What is clear, given high and rising growth levels in Rwanda since 2013, is that growth has not been able to continue lifting people out of poverty as it did in the 2000s and early 2010s. Growth is not trickling down and leading to poverty reduction. Within this context, questions about the effectiveness of Social Protection interventions have also emerged.

Evidence suggests that social protection assistance in Rwanda is effective at preventing people from falling further into poverty and even contributes to poverty reduction (albeit modestly)<sup>6</sup>. Analysis suggests that if the right social protection instruments are well targeted and effectively implemented, it can help offset the impacts of shocks and emergencies such as COVID-19 on household welfare and contribute to poverty alleviation goals in the longer term.

To date, Rwanda's Social Protection System has focused on developing a strong safety net for the poorest and most vulnerable in Rwanda<sup>7</sup>, including enhancing the contribution of Social Protection to gender, child, and nutrition outcomes. This is an essential starting point, but it is imperative that it is strengthened to ensure that new core social protection instruments are enhanced (supporting people across the life cycle) and that the system more effectively contributes towards poverty reduction in the short, medium and long term. More needs to be done not only to meet people's basic needs and offset the impact of crises such as COVID-19 in the short term, but also to establish sustainable livelihoods and effective pathways out of poverty.

It is also widely recognised that Social Protection can lessen the likelihood of shocks and emergencies, alleviate their consequences, and promote conditions conducive to improving household-level resilience and wider economic growth. In Rwanda, where vulnerability to shocks and crises are high, the Government of Rwanda and partners recognise that

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<sup>6</sup> Habimana 2021, Measuring the impact of unconditional cash transfers on consumption and poverty in Rwanda.

<sup>7</sup> The targeting of social protection assistance in Rwanda is based on Ubudehe categories, a community based classification system where the poorest and most vulnerable (including those unable to work, people of old age, people with disabilities etc.). The Government is moving towards the rollout of a national social registry which will be used for targeting in the future.



establishing a shock-responsive social protection system is important to avoid further reversals in poverty reduction/rates. This ambition is already articulated in the Social Protection Sector Strategic Plan (SPSSP, 2018/19 – 2023/24).

### ***Availability of data and need for further analysis***

Rwanda's national household survey, the EICV, is a useful survey for the purposes of evaluation, providing detailed information on key outcome variables for the social protection sector (including consumption, assets, education, debt, and employment). In 2012 the decision was made that the National Institute of Statistics of Rwanda would be the only institution measuring consumption data in EICV. This meant that data for the quantitative evaluation of the VUP would be collected through the EICV4 from 2013/14 onwards.

The EICV is considered to be a credible data source of good quality. The EICV4 and EICV5 survey had three components: 1) cross-sectional sample, 2) panel survey, and 3) an independent survey (oversample) of households sampled from the VUP list of beneficiaries. The VUP oversample was specifically included with the purpose of evaluating the impact of VUP. The data from EICV4 and 5 has therefore allowed for statistical analysis around the impact of VUP on poverty dynamics, and the analysis of EICV4 and EICV5 survey data has been presented in thematic reports on social protection and poverty. The UK has already financed two rounds of the VUP oversample in EICV4 and EICV5. Through this programme a further round of data should be collected and analysed as part of EICV7 (EICV6 was cancelled because of COVID-19).

Because NISR only carries out a high-level thematic analysis of the data, there is a need for more in-depth analysis and contextualised understanding of the data coming out of the EICV. The MEL provider will therefore support in-depth quantitative analysis of the micro-data and complementary qualitative analysis to support a robust evaluation of the VUP's effectiveness. This type of analysis was completed by an FCDO consultant in 2018 (including a quantitative evaluation using EICV4 and 5 micro data, and a qualitative evaluation) and a similar approach should be applied to the EICV7 data once it arrives. As noted above, the FCDO is working to ensure that EICV7 also includes a VUP oversample to enable in-depth analysis of VUP effectiveness, through the UK's embedded adviser in NISR.

This analysis is particularly important in terms of assessing the impact of the government's national social protection programme on poverty, and of the UK support for VUP through EPR. Analysis of previous rounds of EICV has helped inform the design of the EPR programme, and it is envisaged that findings from the impact evaluation will inform potential programme adaptations and strategic decisions about UK funding for the social protection sector.

### ***Further methodological considerations***

These Terms of Reference (ToR) are **guiding**; the supplier will propose the most suitable methodology for the delivery of the outputs, which will be refined during the inception phase. Additional (and non-exhaustive) background on evaluation considerations is set out below.

An impact evaluation aims to establish causal attribution between an intervention and its effects. To establish causation, the evaluation must establish a counterfactual: what would have happened in the absence of the programme? The most straightforward and increasingly common approach is to use randomisation to establish attribution; if treated individuals are selected entirely at random, then observed results can be assumed to be entirely due to the

intervention being studied. However, in practice, full randomisation is often not possible, either for logistical, ethical or policy reasons. In the case of VUP, there are many factors that inhibit a randomised evaluation approach from the outset, including the desire for the programme to start with the poorest sectors (administrative subdivision) of each of the 30 districts, and to continue rolling out progressively to sectors based on poverty criteria. Selection into the programme is also not random, as the aim is to include the poorest households.

In the absence of full randomisation, it is expected that use of 'quasi-experimental' approaches for the evaluation may be considered, based on previous evaluations of social transfer programmes (in Rwanda and [elsewhere](#)) and the regulations around quantitative data collection in Rwanda. Quasi-experimental designs identify a comparison group that is as similar as possible to the treatment group in terms of baseline (pre-intervention) characteristics.

The FCDO assesses that the data coming out of EICV will enable comparison groups to be identified, as the use of quasi-experimental approach to programme evaluation was used in the previous quantitative evaluation of the VUP programme, conducted by an FCDO consultant in 2018. This evaluation informed the programme design of EPR and can be found on LODA's website<sup>8</sup>. Quasi-experimental approaches should explicitly handle the potential sources of bias that might otherwise emerge if left unaddressed, including the benefits and drawback of using different approaches.

Additional data sources and qualitative methodologies will collect in-depth knowledge to complement and explain quantitative results and data available through the EIVC. This is important as the EICV does not provide the contextual analysis to explain quantitative findings and in-depth insights into the experiences of poverty and wellbeing of local communities. The VUP M&E framework further emphasises the need to conduct qualitative evaluation to expand and deepen the evidence base for VUP and to complete the assessment of all potential evaluation criteria (e.g. relevance, effectiveness, impact, sustainability and efficiency). The evaluation may want to consider a follow-up analysis on the key findings coming out of the 2018 evaluation of VUP (which included a total of 141 interactions (55 FGDs, 57 IDIs, and 29 KIIs) at the sub-national level).

The evaluation scope will cover the time period since the start of VUP (2008) up to the financial year 2023/24 (depending on when the EICV 7 will be completed). The intention is to create a qualitative longitudinal panel of households participating in the primary data collection, if possible, starting with a qualitative evaluation of the VUP in 2018 and repeated in 2023/24 (when EICV7 is published) to analyse poverty dynamics within the same households over time. It is important to note that the panel will not be statistically representative, but the purpose of the panel is to analyse poverty dynamics over time. The evaluation is not aimed at producing statistically significant data and is not expected to isolate the impact of UK Aid funding, given that the funding contributes to the national social protection programme.

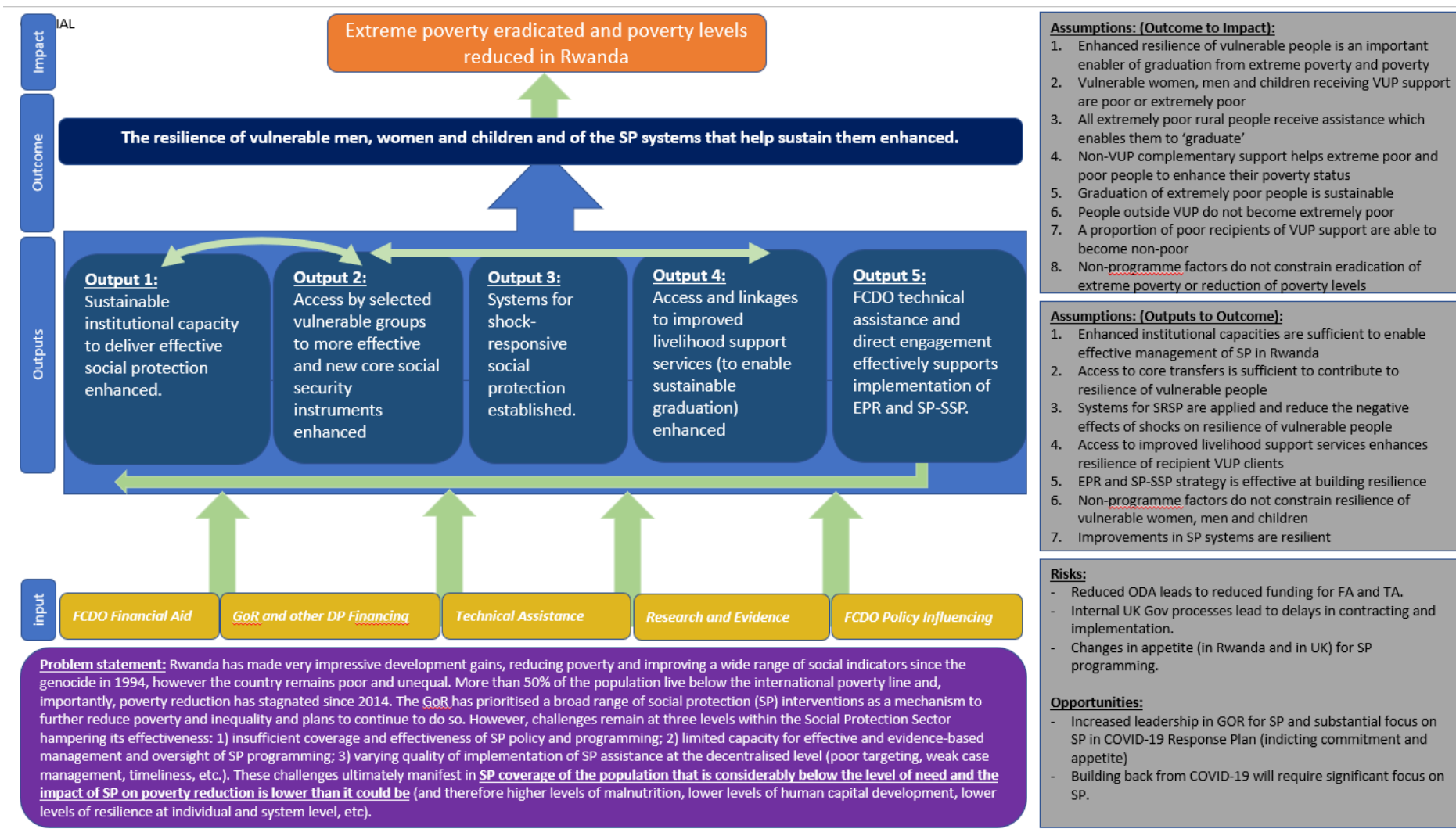
The specific evaluation questions that will help achieve the above objectives will be developed by the supplier as part of the inception phase, however a proposed set of evaluation questions have been included in Annex D.

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<sup>8</sup> Wylde, July 2018, VUP Quantitative Impact Evaluation: Evidence from EICV (draft report) and Hartwig et al 2014, VUP Impact Evaluation. FCDO can provide copies upon request.

## ANNEX B: Exiting Poverty in Rwanda Programme Theory of Change and Logframe

Log-frame can be found [here](#).



### ANNEX C: EPR Disbursement Linked Indicators (DLIs)

The implementation of the Disbursement Linked Indicators will lead to adaptations in the Government of Rwanda's national social protection programme, the VUP, through the introduction of categorical grants (e.g. disability grant, old age grant, child grant), a revised graduation response, and shock responsive social protection mechanisms. It is likely that the effects of these new instruments on poverty dynamics may not be picked up in the quantitative impact evaluation (due to the timing of the EICV survey) but can be explored in the qualitative evaluation.

Budget line item	Results Area	DLI		
		July 2023	July 2024	July 2025
Shock-Responsive Social Protection	Policy Reform	Shock-responsive social protection design document approved (by December 2022).  Weight: 50%	Shock-responsive social protection process evaluation <sup>9</sup> led by MINALOC is completed and action plan is approved.  Weight: 25%	Shock-responsive social protection impact evaluation led by MINALOC is completed and action plan is approved.  Weight: 10%
				Actions from the process evaluation in 2023 have been completed as set out in the action plan.  Weight 15%
	Service Delivery	Implementation manual approved (by December 2022).  Weight: 50%	Shock-responsive social protection rolled out to X <sup>10</sup> number of beneficiaries as per design.  Weight: 75%  Calculation method: % of target beneficiaries reached.	Shock-responsive social protection scaled up to X <sup>11</sup> number of beneficiaries as per design.  Weight: 75%  Calculation method: % of target beneficiaries reached.

<sup>9</sup> The process and impact evaluations set out in the DLIs are separate to the overarching Impact Evaluation referred to in paragraph 11 of the MoU.

<sup>10</sup> Final beneficiary numbers are to be agreed one year in advance.

<sup>11</sup> Final beneficiary numbers are to be agreed one year in advance.

	<b>Amount</b>	<b>£1,000,000<sup>12</sup></b>	<b>£1,500,000</b>	<b>£2,000,000</b>
Policy innovations	Policy Reform	Policy innovations plan developed and approved (by December 2022).  Weight: 25%	Process evaluation <sup>13</sup> is completed, and management response published.  Weight: 10%	Actions from process evaluation are completed as per targets agreed in management response.  Policy innovations are evaluated.  Weight: 10%
	Organisational Development	Institutional assessment completed and management response including institutional reform plan published (by December 2022)..  Weight: 25%	Implementation target as per institutional reform plan.  Weight: 15%	MINALOC/LODA HR management upgrade completed (as set out in reform plan).  Weight: 15%
	Service Delivery	Implementation manual approved (by December 2022).  Weight: 50%	Policy innovation rolled out to X <sup>14</sup> number of beneficiaries as per plan.  Weight: 75%  Calculation method: % of target beneficiaries reached	Policy innovations scaled up to X <sup>15</sup> number of beneficiaries as per plan.  Weight: 75%  Calculation method: % of target beneficiaries reached
	<b>Amount</b>	<b>£1,500,000</b>	<b>£5,000,000</b>	<b>£6,000,000</b>

<sup>12</sup> Each variable tranche must be allocated to and spent on the achievement of the next year's DLIs.

<sup>13</sup> The process evaluation will review the implementation of the policy innovation plan, rather than the outcome or impact of the policy innovations.

<sup>14</sup> Final beneficiary numbers are to be agreed one year in advance.

<sup>15</sup> Final beneficiary numbers are to be agreed one year in advance.

**TABLE 2: Verification Protocol**

Results Area	Description	Data source/Agency	Procedure
<b>Shock-responsive Social Protection</b>			
<b>Policy reform</b>	<p><b>July 2023:</b> Shock-responsive social protection programme design document developed and approved. This should be based on an evidence-based feasibility study and development of programme options. It should be fully costed, including a breakdown of how FCDO funds will be used, and articulate performance benchmarks</p> <p><b>July 2024:</b> A process evaluation of S-R SP is completed, and management response including action plan is approved. The process evaluation would be expected to assess programme activities and to address questions related to whether, to what extent, and if not why not:</p> <ul style="list-style-type: none"> <li>• Programmes are reaching the targeted groups;</li> <li>• Activities are being implemented as intended;</li> <li>• Changes have been made to intended activities; and</li> <li>• Participants and other stakeholders are satisfied with the programmes.</li> </ul> <p>This will be accompanied by a management response letter and action plan to address issues raised. The action plan will include specific targets and a timeline for achievement.</p> <p><b>July 2025:</b> S-R SP programme is evaluated. The evaluation should be a robust, mixed-methods independent impact evaluation, led by MINALOC, to address both impacts on beneficiaries and the effectiveness of any targeting. The details of the evaluation will be agreed before July 2023 to ensure that baselines can take place ahead of the roll out of activities in the latter half of 2023. This will be accompanied by a management response letter and action plan to address issues raised. The action plan will include specific targets and a timeline for achievement.</p>	<p>MINALOC will provide evidence in the form of:</p> <p>July 2023: Final programme design document signed by the Minister.</p> <p>July 2024: Final process evaluation document and management response letter including action plan, signed by the Minister.</p> <p>July 2025: Final programme evaluation document and management response letter including action plan, signed by the Minister.</p>	<p>For quality assurance purposes, it is expected that each of these products will have undergone a technical review process before finalisation, involving the Sector Working Group and FCDO in a participatory manner.</p> <p>The Sector Working Group is expected to review the products throughout their production cycle, from the development of the Terms of Reference to the final report.</p>

<b>Service Delivery</b>	<p><b>July 2023:</b> Implementation manual approved. The manual will include:</p> <ul style="list-style-type: none"> <li>• Key design elements (shocks addressed, how payments are to be triggered, targeting, transfer amounts, geographic boundaries/scale and expected caseload, etc)</li> <li>• Implementation arrangements (payment modalities, staffing)</li> <li>• Performance standards (e.g. timeliness of payments)</li> <li>• Fiduciary controls</li> <li>• Communications</li> <li>• Grievance mechanisms</li> <li>• Monitoring and evaluation processes (MEIS requirements, processes, etc)</li> </ul> <p><b>July 2024:</b> The number of beneficiaries reached, with the target specified as per the milestones in the design document, in the case that a relevant shock occurred during the period.</p> <p><b>July 2025:</b> The number of beneficiaries reached, with the target specified as per the milestones in the design document in the case that a relevant shock occurred during the period.</p>	<p>July 2023: MINALOC will provide evidence in the form of the final implementation manual.</p> <p>July 2024: LODA will provide evidence of the number of beneficiaries reached from the MEIS.</p>	<p>For quality assurance purposes, it is expected that the implementation manual will have undergone a technical review process before finalisation, involving the Sector Working Group and FCDO throughout the process.</p> <p>There will be a data validation exercise for the MEIS, undertaken by the Office of the Auditor General, to be agreed at least one year in advance of the milestone delivery date.</p>
<b>Policy innovations</b>			
<b>Policy Reform</b>	<p><b>July 2023:</b> Policy innovation reform plan developed and approved. This plan is intended to respond to the vision as set out in the Social Protection Strategy, and as such it is expected that it will address areas such as lifecycle grants, disability, and graduation, inter alia. It should be based on a review of the Rwandan and international evidence base, as well as on a quantitative analysis of the expected costs and benefits of the reforms, and proposals should clearly demonstrate value for money. It should be fully costed, including a breakdown of how FCDO funds will be used, and articulate performance benchmarks.</p> <p><b>July 2024:</b> Process evaluation is completed for the policy innovations and management response including action plan is approved. The process evaluation would be expected to assess programme activities</p>	<p>MINALOC will provide evidence in the form of:</p> <p>December 2022 to release payment in July 2023: Final policy innovation reform plan document signed by the Minister.</p>	<p>For quality assurance purposes, it is expected that each of these products will have undergone a technical review process before finalisation, involving the Sector Working Group and FCDO in a participatory manner. The Sector Working Group is expected to review the products throughout their production cycle, from the development of the Terms of Reference to the final report.</p>

	<p>and to address questions related to whether, to what extent, and if not why not:</p> <ul style="list-style-type: none"> <li>• Programmes are reaching the targeted groups;</li> <li>• Activities are being implemented as intended;</li> <li>• Changes have been made to intended activities; and</li> <li>• Participants and other stakeholders are satisfied with the programmes.</li> </ul> <p>This will be accompanied by a management response letter and action plan to address issues raised. The action plan will include specific targets and a timeline for achievement.</p> <p><b>July 2025:</b> Policy innovations are evaluated. The evaluation should be a robust, mixed-methods independent impact evaluation, led by MINALOC, to address both impacts on beneficiaries and any targeting that is undertaken. The details of the evaluation will be agreed before July 2023 to ensure that baselines can take place ahead of the roll out of activities in the latter half of 2023</p>	<p>July 2024: Final process evaluation document and management response letter including action plan, signed by the Minister.</p> <p>July 2025: Final programme evaluation document and management response letter including action plan, signed by the Minister.</p>	
<b>Organisational Development</b>	<p><b>July 2023:</b> Institutional assessment, including capacity needs assessment of MINALOC (including MINALOC, LODA and other agencies involved) to assess the extent to which its structure, strategy, systems, skills, style, staff and shared values, as well as leadership and resourcing, are able to meet future social protection needs. The analysis should specifically include key management and operational constraints to VUP performance, and their root causes.</p> <p>This will be accompanied by a management response in the form of an institutional reform plan to address the issues raised in the assessment. The reform plan should outline a systematic approach to improving organisational effectiveness – one that aligns strategy, people and processes – based on the findings of the assessment. The plan should address, inter alia:</p> <ul style="list-style-type: none"> <li>• Purpose – strategy, vision, values, objectives;</li> <li>• People– staffing, leadership, behaviours &amp; skills required;</li> </ul>	<p>MINALOC will provide evidence in the form of:</p> <p>December 2022 to release payment in July 2023: Final institutional assessment and reform plan document signed by the Minister.</p> <p>July 2024: TBD, as per reform plan.</p>	<p>For quality assurance purposes, it is expected that the institutional assessment and reform plan will have undergone a technical review process before finalisation, involving the Sector Working Group and FCDO in a participatory manner.</p> <p>The Sector Working Group is expected to review the products throughout their production cycle, from the development of the Terms of Reference to the final report.</p>



	<ul style="list-style-type: none"> <li>• Infrastructure/Logistics;</li> <li>• Systems/Processes – governance, HR, finance, IT, communications; and</li> <li>• Performance – performance indicators, benefits realisation.</li> </ul> <p>The plan will include specific targets and a timeline for achievement.</p> <p><b>July 2024:</b> Upgrade of management function as per the milestones in the institutional reform plan.</p> <p><b>July 2025:</b> Upgrade of management function as per the milestones in the institutional reform plan.</p>	July 2025: TBD, as per reform plan.	
<b>Service Delivery</b>	<p><b>July 2023:</b> Implementation manual approved for the policy innovations as per the plan. The manual will include:</p> <ul style="list-style-type: none"> <li>• Key design elements (shocks addressed, how payments are to be triggered, targeting, transfer amounts, geographic boundaries/scale and expected caseload, etc);</li> <li>• Implementation arrangements (payment modalities, staffing);</li> <li>• Performance standards (e.g. timeliness of payments);</li> <li>• Fiduciary controls;</li> <li>• Communications;</li> <li>• Grievance mechanisms; and</li> <li>• Monitoring and evaluation processes (MEIS requirements, processes, etc).</li> </ul> <p><b>July 2024:</b> Policy innovations rolled out to X number of beneficiaries, as per milestone in Policy Innovation plan.</p> <p><b>July 2025:</b> Policy innovation scaled up to X number of beneficiaries, as per milestone in Policy Innovation plan.</p>	<p>July 2023: MINALOC will provide evidence in the form of the final implementation manual.</p> <p>July 2024: LODA will provide evidence of the number of beneficiaries reached from the MEIS.</p>	<p>For quality assurance purposes, it is expected that the implementation manual will have undergone a technical review process before finalisation, involving the Sector Working Group and FCDO throughout the process.</p> <p>There will be a data validation exercise for the MEIS, undertaken by the Office of the Auditor General, to be agreed at least one year in advance of the milestone delivery date.</p>

## ANNEX D: Proposed Qualitative Evaluation Questions

*Please note this section is for guidance only:*

The evaluation questions will be proposed by the Supplier and discussed and refined during the inception phase of the evaluation. However, the table below provides an overview of suggested evaluation questions and methods of data collection, linked to each of the evaluation criteria. Note that the term 'impact' in the evaluation questions refers to both intended and unintended (positive and negative) impact. Where possible data should be disaggregated by sex (male/female) of household head and respondent, as well as disability and location.

OECD criteria	Questions	Data collection methods
	<b>Programme design questions (what and how is the delivery designed?)</b>	
<b>Relevance</b>	1. To what extent is the VUP responsive (i) to the differential needs of the population, including female-headed households, households with young children (under 5), older people, people with physical and/or intellectual disabilities, and people from historically marginalised communities; (iii)	- Desk review - KIIs with MINALOC/LODA, District Directors of social affairs and sector executive secretaries - FGDs and LHIs with current and former beneficiaries
	2. To what extent has gender equality been integrated into VUP programme design and implementation?	- Desk review - KIIs with MINALOC/LODA, District Directors of social affairs and sector executive secretaries
	3. Did the VUP reach the intended target groups and what was the actual coverage?	- Desk study of annual reports, reviews and VUP MEIS data
<b>Effectiveness</b>	<b>Programme implementation questions (how is delivery achieved, and what is actually delivered?)</b>	
	4. What has been VUP's progress towards planned output, (intermediate) outcome and impact results?	- Desk study of annual reports, reviews and VUP MEIS data
	5. What are the perceptions of VUP beneficiaries in terms of: a) Barriers (economic and social) to VUP for vulnerable groups to participate? b) VUP targeting effectiveness? c) Quality of provision of services by key VUP staff at decentralised level? (including sector and cell staff and VUP caseworkers) d) Functioning of the VUP appeals and complaints	- FGDs and LHIs with current and former beneficiaries - Desk study of VUP MEIS data

OECD criteria	Questions	Data collection methods
Impact	mechanism? e) Recommendations for improvement?	
	6. Were DS and PW beneficiaries were paid on time?	
	<b>Programme outputs and immediate outcomes questions</b> how does the delivered intervention produce change?	
	7. How is VUP impact perceived to differ between different types of households (female headed, disabled, elderly, or high dependency ratio etc.)	<ul style="list-style-type: none"> <li>- FGDs and LHIs with current and former beneficiaries KIIs with sector executive secretaries and district directors of social affairs</li> <li>- Desk study of annual reports, reviews and VUP MEIS data</li> </ul>
	8. What are the beneficiary perceptions on how the VUP has led to any changes in their lives in terms of: <ul style="list-style-type: none"> <li>a. enhanced resilience to moderate shocks?</li> <li>b. increased social inclusion? (including for PWDs)</li> <li>c. increased household consumption of goods and services? (including access and use of education, health, ECD and nutrition services)</li> <li>d. increased income and food security? Improved access to food supply and diversification of diet? Which household members benefit from improved food security?</li> <li>e. changed social relations (particularly gender and inter-generational relationships) within households and between households (especially participants and non-participants) including decision making power (on expenditure and investment)?</li> </ul>	FGDs and LHIs with current and former beneficiaries
	9. Were there any unintended impacts (positive or negative), and in which ways did they affect the different target groups and stakeholders?	<ul style="list-style-type: none"> <li>- FGDs and LHIs with current and former beneficiaries KIIs with sector executive secretaries and district directors of social affairs</li> </ul>
Sustainability	<b>Programme context questions</b> how does context affect implementation and outcomes?	
	10. What are the perceptions of VUP beneficiaries on (the likelihood of)	<ul style="list-style-type: none"> <li>- FGDs and LHIs with current and former</li> </ul>

OECD criteria	Questions	Data collection methods
	sustainable graduation from extreme poverty?	beneficiaries
	11. What are beneficiary perceptions / government officials perceptions of the determining factors within VUP as well as wider environment that facilitate or constrain pathways for sustainable graduation out of extreme poverty?	- FGDs and LHIs with current and former beneficiaries - KIIs with sector executive secretaries and district directors of social affairs
	12. What are beneficiary perceptions / government officials perceptions of how VUP influences household's employment opportunities and choices, investments in farm and non-farm business activities?	- FGDs and LHIs with current and former beneficiaries - KIIs with sector executive secretaries and district directors of social affairs
	13. How are different ministries/departments coordinating to provide complementary services?	- KIIs with LODA/MINALOC, Ministry of Agriculture (MINAGRI), Ministry of Health (MoH), Ministry for Disaster Response (MINEMA), Ministry for Gender and Family Promotion (MIGEPROF), MINECOFIN, DPs, CSOs, district directors of social affairs and sector executive secretaries.
	<b>Programme lessons learned</b>	
	14. What were the challenges in programme implementation?	<ul style="list-style-type: none"> <li>- Desk review</li> <li>- KIIS</li> <li>- LHIs</li> <li>- FGDs</li> </ul>
	15. Have any good practices been identified within the VUP (DS, ePW, cPW)?	
	16. What learning from the VUP (DS, ePW, cPW) can be applied/replicated across other SP programmes?	

**Annex B**

**SCHEDULE OF PRICES**

1. It is a requirement that all invoices are presented in the format of the payment basis, and in the case of Fees and Expenses only those categories defined are separately identified. Only one invoice per period, as defined in the Framework Agreement Terms and Conditions of Section 2, Clause 22, should be submitted.

2. Milestone Payments

The amount to be paid for the completion of the services is fixed at £947,787.

Payment will be made on satisfactory performance of the services, at the payment points defined below (schedule of payments):

- (i) a lump sum on completion of the services; or
- (ii) at relevant points throughout the contract period.

At each payment point set criteria will be defined as part of the schedule of payments. Payment will be made if the criteria are met to the satisfaction of FCDO.

Schedule of Payments:

REDACTED