

Terms of Reference

Climate Finance and Public Investments – Green PFM – Technical assistance program
Technical assistance project financed by AFD and implemented by Expertise France

TORS - Implementation of the Sustainable Public Procurement (SPP) Policy in Rwanda
Focus: Piloting of up to 7 new Sustainable Products

2025, October 28th

Mission	Support the implementation of the SPP policy in Rwanda through the piloting of specific products
Component	SPP (DLI #4)
Country	Kigali, Rwanda
Duration and organization of the mission	Field mission and remote work. The total estimated duration for this mission is up to 68 working/days with several field mission. Field missions will be conducted upon the drafting of dedicated TORs
Beneficiaries	Rwanda public procurement agency (RPPA) + Key ministries (Finance & Economy, Environment, Education, Labor, Local Government, etc.)
Experts	To be identified

The mission should contribute to the achievement of the following disbursement-linked indicator

DLI#4 - Pilot and implement SPP to align purchasing decisions with development objectives	
Period	Value
EXERCISE 23-24	Target 4.1: The Government of Rwanda adopts an SPP policy statement and an SPP Action Plan (1). The RPPA prioritizes three product groups for SPP and finalizes SPP Guidelines to be piloted by selected contracting authorities (2).
EXERCISE 24-25	Target 4.2: Three contracting authorities selected for the pilot of the procurement under SPP of the three priority products (1) SPP guidelines for the first group of products translated into standard bidding documents to enable the pilot in the selected contracting authorities (2) Three priority products selected and piloted in three contracting authorities (3).
EXERCISE 25-26	Target 4.3. By the end of the program, at least 80% of the new public tenders of selected group of products use the SPP criteria defined by the RPPA.

1. Project Context

In December 2022, Rwanda became the first African country to access the IMF's Resilience and Sustainability Fund (RSF). With an amount of USD 319 million, this RSF financing is backed by a matrix of reforms that will sequence the disbursements. The funding of the RSF also aims to play a catalytic role, by draining more funding towards Rwanda's climate goals. Building upon this initiative, the French Development Agency AFD provided a 50 million EUR budget support programme to contribute to Rwanda's ambitious climate goals alongside the IMF and other donors. This result-based financial support runs over 3 years, linked to a series of 8 disbursement indicators (DLIs) which will be assessed at the end of each fiscal year (i.e. end of May) for validation and disbursement of the related funds. As part of this programme, the AFD also funded a 3 million EUR technical assistance (TA) to support the Rwandan government (GoR) to achieve the DLIs. The monitoring the matrix of DLIs will be integrated in the TA.

Additional donors are active in the field of climate finance, including but not limited to WB, KfW, UN agencies, GIZ.

This TA contributes to (i) reinforcing the integration of environmental objectives in the management of Public Finance; as well as (ii) supporting Rwanda in its climate trajectory by increasing the scale and impact of climate financial flows. The main partner is MINECOFIN; however, the activities are implemented with a series of partners according to the targeted result (see below).

The project is articulated around 5 results, with respective partner institutions:

- R1: Climate-sensitive public investment (MINECOFIN - Project development and Quality Insurance Department)
- R2: Climate budget tagging (adaptation and mitigation) (MINECOFIN - National Budget Department)
- R3: Sustainable public procurement (Rwanda Public Procurement Agency - RPPA)
- R4: Monitoring, reporting, evaluation (MRV) (Rwanda Environmental Management Agency – REMAN)
- R5: Sustainable financial systems (National Bank of Rwanda – BNR; further FIs)

The project duration is 36 months from November 2023 to November 2026, all activities will take place at central level in Kigali. A head of project is based in Kigali and oversee the coordination of the project implementation.

The fourth Disbursement Indicators (DLI) is directly related to the country's progress in green procurement. Expertise France has mobilized a key international expert to lead the "Sustainable Public Procurement" component and support RPPA with the assistance of a local expert during the period November 2023 to November 2025.

Mission background

The Government of Rwanda, through the Rwanda Public Procurement Authority (RPPA), adopted the Sustainable Public Procurement (SPP) Policy in October 2024, as part of ongoing reforms to enhance the efficiency, transparency, and sustainability of public procurement. With public procurement representing approximately 13.5% of GDP, the policy provides a key lever for achieving national development objectives, including the transition to a green and inclusive economy as outlined in Vision 2050 and the National Strategy for Transformation (NST1).

To operationalize the SPP Policy, RPPA is implementing a phased approach, starting with the piloting of a set of priority products identified as having high environmental or social impact potential. Expertise France has been supporting the piloting of 4 pilot products for the FY2025/2026:

- EVs
- Energy efficient computers
- Certified paper
- Water gallons

For these products, MRA has been conducted and technical specifications have been developed and approved in consultation with the relevant GoR entities.

In order to further support the roll-out of the SPP policy, and upon request of RPPA, Expertise France has been required to identify and pilot additional 2 to 3 products. The piloting of SPP products is also a trigger for disbursement under another Budget support initiative led by the World Bank (DPO 3). Discussions in that sense have been conducted with GoR and development partners during the year 2025. The current status is as follows:

- Organic fertilizers: in agreement with RAB, the project has started investigating the relevance of piloting SPP for organic fertilizers. A market Readiness Analysis is currently on-going (under support of GIZ) with final draft report expected end of October 2025. The MRA should inform the subsequent definition of technical criteria for organic fertilizer quality and shares for public procurement purposes.
- Construction sector: discussions with RHA have been on-going since June 2025. RHA has developed Green Building guidelines (Green Building Minimum Compliance Standards) and are keen to use Procurement to expand these. TORs for the MRA are currently being finalised. The MRA will target 2 products in the construction sector and conduct an MRA to inform the subsequent definition of technical criteria for each product and potential shares / targets for public procurement purposes.
- Electrical appliances / Cooling systems: another suggested pilot product would be to explore electrical appliances / cooling systems, no work has been undertaken yet.

2. Specific objectives of the mission:

This consultancy aims to provide technical assistance to RPPA to accompany the piloting of new SPP products, oversee and monitor the development and finalization of product-specific Market Readiness Analyses (MRA), develop technical and sustainability criteria to inform future procurement guidelines and standards and ensure M&E of the SPP pilot.

Specific objectives include:

1. Accompany RPPA in the planning, coordination, and execution of the SPP product pilots.
2. Supervise and provide quality assurance for the Market Readiness Analyses (MRA) of selected products.
3. Develop technical specifications and sustainability criteria for each product, based on the findings of the MRAs.
4. Together with RPPA teams, develop a tracking system to monitor implementation of SPP products by contract.

The tasks of the consultancy will be the following:

- Supervise and follow the development of Market Readiness Analyses (MRA) for up to 3 pilot products
 - o Finalise Terms of Reference for conducting MRA in the construction sector.
 - o Review and provide technical feedback on draft MRA reports to ensure methodological rigor and alignment with SPP policy objectives, ensuring MRAs capture environmental, social, and economic dimensions, as well as local market capacities.
 - o Accompany the stakeholder consultations throughout MRA.
 - o Consolidate key findings and recommendations from the MRAs into a synthesis report including technical criteria for pilot products, including minimum requirements and award criteria and shares / target as well as any other relevant recommendation for piloting in the procurement cycle (per product 5 to 6 pages).
- Accompany RPPA in the planning, coordination, and execution of the additional SPP product pilots:
 - o Work with RPPA to validate and finalize the criteria through stakeholder consultations and pilot testing.
 - o Produce guidance notes and templates to facilitate the inclusion of SPP criteria in future tenders.

- Provide technical guidance and capacity support to procurement entities involved in the pilot phase.
- Document the piloting process, lessons learned, and success factors to inform scale-up.
- Work with RPPA for the development of a tracking system to monitor implementation of SPP
- Capacity Building for implementation of SPP
 - Provide capacity building to IPPR, RPPA, public procurement officers and suppliers (depending on available resources in agreement with head of project)
 - Review, update and harmonize SPP training material in order to ensure the handover to RPPA / IPPR
- Support the capitalisation of project activities and preparation of Phase II
 - Draft a capitalisation concept note on implemented activities (lessons learned, best practices, ...)
 - If required, input for a leaflet for the project
 - Draft suggestion of activities for a project second phase (to be confirmed and further discussed with the head of project)

3. Deliverable

Deliverables	Format	Timeframe (draft)	Final integrating comments (one round)	draft (one round)
Finalise Terms of Reference for conducting MRA in the construction sector	Word	Q4 2025	No later than 5 working days after receiving the comments.	
Comments and feedback and review of MRA reports	Comments in Word	Q4 2025 / S1 2026	No later than 5 working days after receiving the comments	
Consolidate key findings and recommendations from the MRAs into a synthesis report including technical criteria for pilot products	Word	S1 2026	No later than 5 working days after receiving the comments	
Accompany the stakeholder consultations throughout MRA until final approval of technical criteria and relevant documents	Mission report including recommendations / findings Signed participants' lists	S1 2026	No later than 5 working days after receiving the comments	
Provide capacity building to IPPR, RPPA, public procurement officers and suppliers (depending on available	Training material (PPT) Mission report (word)	2026	No later than 5 working days after	

resources in agreement with head of project)	Signed lists of participants		receiving the comments
Review, update and harmonize SPP training material in order to ensure the handover to RPPA / IPPR	PPT / Word	2026	No later than 5 working days after receiving the comments
Support RPPA in developing a tracking system for the SPP pilots	Tbd	2026	No later than 5 working days after receiving the comments
Capitalisation concept note and leaflet for the project	Word and/or PPT	Q4 2026	No later than 5 working days after receiving the comments
Inputs for the next phase	Word and / or PPT	S2 2026	No later than 5 working days after receiving the comments
Mission reports for each mission on-site (including mission agenda; main findings, agreed points of action etc)	Word	No later than 10 working days after the mission / activity	No later than 5 working days after receiving the comments

All reports must be submitted in English. All deliverables must be submitted as draft, and the expert must integrate one round of comments.

4. Duration

The consultant's mission is scheduled for November, 2025 until January 31st, 2027.

The field missions will be planned together with the Head of project. Missions have to be prior approved by the Head of Project.

The total of the input is up to 68 working days. Invoices are paid against submission of signed timesheets approved by the Head of Project, boarding passes and all required supporting documents/reports.

During missions, per diems are paid as a lumpsum of 196- EUR per overnight stay (> 24h), against signed timesheets, boarding passes and picture of hotel invoice.

Logistical costs (flights) will be taken in charge directly by Expertise France in accordance with the EF policy.

5. Coordination arrangements and working conditions

The expert will work under the supervision of the project team in Kigali, Rwanda (head of project Hannah Thombansen and the national coordinator (to be identified)) for the entire assignment. He/she will also be in regular contact the Expertise France head office in Paris. An office space will be provided in Kigali, Rwanda.

6. Minimum requirements for experts CV and Qualification.

The desired expert should meet the following minimum qualification and expertise requirements.

Profile: Senior Public Procurement Expert

Location: Remote with regular missions to Rwanda

Position Overview

The Senior Public Procurement Expert will provide high-level technical assistance in the design, implementation, and monitoring of public procurement reforms with a particular focus on **Sustainable Public Procurement (SPP)**. The expert will support partner governments and institutions in strengthening procurement systems, aligning them with international best practices, and integrating sustainability and transparency principles in line with AFD's operational framework.

Required Qualifications and Experience

University degree in Public Procurement, Law, Economics, Public Administration, Engineering, or related field.

Minimum of 15 years of professional experience in public procurement management and reform, preferably in developing country contexts.

Proven experience in Sustainable Public Procurement (SPP), including the development of policies, criteria, or pilot initiatives.

Prior experience with AFD-funded projects or other major donors (e.g. World Bank, EU, AfDB) with strong familiarity with AFD procurement procedures.

Substantial experience in Sub-Saharan Africa, with demonstrated understanding of public procurement systems and governance challenges in the region.

Track record in advising government institutions or procurement authorities on system strengthening and capacity development.

Excellent analytical, drafting, and communication skills.

Ability to work independently, coordinate multi-stakeholder processes, and deliver high-quality outputs under tight deadlines.

Languages

Fluency in English and French (both written and spoken) is required.

Desirable Skills

Experience in integrating sustainability and climate considerations in public procurement.

Familiarity with e-procurement systems and digital transparency tools.

Knowledge of OECD-DAC, UNCITRAL, and World Bank procurement standards.

Strong facilitation and training skills.

7. Submission document for evaluation.

The Expert will submit the following documents.

- introduction letter
- Detailed CV and copies of degree certificates
- Copy of the ID or passport