

Terms of Reference (TOR)

Prepared by ICLEI Africa



On behalf of the **Rwanda Green Fund (RGF)** and the
Development Bank of Rwanda (BRD)



ICLEI Africa seeks a service provider to support with integrating and aligning gender into the Monitoring, Evaluation, and Learning (MEL) framework for the Rwanda E-Moto Project

This ToR is issued by ICLEI Africa on the behalf of the implementation organisations for the **Rwanda Electric Motorcycle (E-Moto)** Project, funded by the Mitigation Action Facility and implemented by the Rwanda Green Fund (RGF) and the Development Bank of Rwanda (BRD), with technical support from ICLEI Africa and the Global Clearinghouse for Development Finance (GlobalDF).

ToR issued: 31 October 2025
Submission of bids by: 14 November 2025
Estimated project implementation period: 7 weeks
(excluding 24 December 2025 to 1 January 2026)

Please submit your application to Kennedy Kanyiha (kennedy.kanyiha@iclei.org), with Grace Stead (grace.stead@iclei.org), Tony Shyaka (t.shyaka@greenfund.rw) and John Ndamange (j.ndamage@greenfund.rw) copied, by the end of the day Central African Time on 14 November 2025.

ICLEI Africa reserves the right not to appoint a Service Provider in relation to this procurement process.

The Rwanda E-Moto Project is funded by



On behalf of

Supported by:



on the basis of a decision
by the German Bundestag



1 Introduction

ICLEI Africa issues this Terms of Reference (ToR) under the **Accelerating the deployment of electric motorcycles (e-motos) in Rwanda project** (Rwanda E-Moto Project), funded by the Mitigation Action Facility and implemented by the Rwanda Green Fund (RGF) and the Development Bank of Rwanda (BRD), with technical support from ICLEI-Local Governments for Sustainability, Africa (ICLEI Africa) and the Global Clearinghouse for Development Finance (GlobalDF).

The Rwanda E-Moto Project aims to decarbonise Rwanda's transport sector by promoting the widespread adoption of electric motorcycles. This initiative aims to reduce greenhouse gas emissions while generating development co-benefits, including inclusive economic growth and increased participation of women in the e-moto sector value chain. Motorcycles account for 55–60% of Rwanda's total vehicle stock, and the Kigali government has announced a ban on registering new petrol-powered taxi motorcycles starting in January 2025.

In this context, the E-Moto Project focuses on accelerating electrification by providing support for both supply and demand. This will be achieved through technical assistance and two innovative financing mechanisms: a Credit Enhancement Facility to assist lenders to e-moto manufacturers and a Rebate Scheme to subsidise the purchase or leasing costs for disadvantaged and female operators.

The gender dimension is central to the actual project implementation and achieving project outcomes. Preliminary findings indicate that integrating women as e-moto riders, mechanics, and/ or entrepreneurs presents structural and socio-economic challenges that require realistic, evidence-based strategies.

ICLEI Africa issues this ToR on behalf of the E-Moto Project Implementation Partners to procure the services of a qualified **gender and Monitoring, Evaluation and Learning (MEL) expert, firm, or consortium**.

The purpose of this assignment is two-fold:

- a. Integrating **gender perspectives** into the project's MEL framework, including the M&E plan, logframe, and Gantt chart of activities to meet the Mitigation Action Facility requirement (*F: Submission of a final Gender Equality and Social Inclusion (GESI) action plan with targets aligned with the project's M&E plan*), and **Reviewing**

and, if and where necessary, refining the project's MEL frameworks (M&E plan, logframe, Gantt chart) to meet the Mitigation Action Facility requirement (*H: Submission of finalised Gantt chart, M&E Plan and Logframe in accordance with the Monitoring and Evaluation Framework of the the Mitigation Action Facility*), to be finalised and submitted by December 8, 2025.

- b. Integrating findings from the Baseline Gender Analysis within the Rwanda E-Moto Technical Sector Study to **inform the gender section of Chapter 3 of the study**, including analysing the impacts of gender inclusion on the Rwandan e-moto sector's competitiveness, available opportunities based on local gender and transport policies landscape, financing, and sustainability, and its implications for e-moto project financial mechanisms, to be finalised and submitted by January 5, 2026.

This short-term assignment builds upon two major analytical works undertaken during the first year of the E-Moto Project:

1. A **Rwanda E-Moto Technical Sector Study**, which assessed underlying economic fundamentals, investment potential, and creditworthiness of e-moto participants. The **Rwanda E-Moto Technical Sector Study** is a key output of the project and evaluates the international, regional, and national fundamentals of the sector. It assesses market viability, creditworthiness, and sustainability of the e-moto sector. The study provides commercial banks and financial institutions with an independent assessment of the sector, assisting them in their due diligence processes; and
2. The **Gender Baseline and Gender Equality and Social Inclusion (GESI) Action Plan**, which examined women's participation and proposed actions to mainstream gender and enhance inclusivity across the e-moto value chain.

While both studies offer valuable insights, it is necessary to better integrate the Baseline Gender Analysis findings with the Rwanda E-Moto Technical Sector Study. Additionally, refining the existing MEL framework, including aligning the GESI action plan with the project's M&E plan, improving their accuracy, coherence, and alignment with the Mitigation Action Facility Guidelines, thereby supporting the development of the project's implementation strategy.

1 Purpose of the assignment

The Service Provider is expected to:

- Synthesise and operationalise gender insights within the Rwanda E-Moto Technical Sector Study.
- Ensure that Gender Equality and Social Inclusion (GESI) considerations are effectively embedded into the Project's MEL framework, including the M&E plan, Logframe, and Gantt Chart.
- Review and refine the existing MEL framework to ensure its accuracy, internal coherence, and compliance with the Mitigation Action Facility guidelines, including indicator logic, milestones, targets, risks and assumptions.
- Provide targeted support to ICLEI Africa and RGF to ensure overall MEL quality assurance and readiness for full project implementation and reporting.

Note 1: This assignment will not replicate previous gender studies or develop a new GESI Action Plan. Instead, it will synthesise existing findings and ensure their operationalisation through a responsive MEL framework aligned with the Mitigation Action Facility's Guidelines to enhance full project implementation.

2 Objectives

The main objectives are to:

- **Integrate and operationalise gender insights** from the Baseline Gender Analysis within the *Rwanda E-Moto Technical Sector Study*, ensuring gender considerations and the GESI Action Plan are effectively embedded across technical, market, and MEL components.
- **Analyse the implications of gender integration** for market growth, financing mechanisms, cooperative models, and policy frameworks to inform inclusive sector development.
- **Conduct a thorough review of the project's MEL framework and assist with refining the logframe, M&E plan, and Gantt chart** to ensure alignment between project objectives, indicators, and gender-responsive activities and result areas, while adhering to the Mitigation Action Facility's Guidelines.
- Ensure that the MEL framework accurately reflects and **meets the Mitigation Action Facility's expectations** for outcome/output distinction, milestones, and risk management.
- **Develop an analytical synthesis on gender and the e-Moto sector in Rwanda**, consolidating evidence on participation, barriers, opportunities, and implications

for the sector to integrate the Baseline Gender Analysis within the Rwanda E-Moto Technical Sector Study (Chapter 3).

3 Scope of work

The Service Provider (firm or consortium) will undertake the following key tasks:

3.1 Task 1: Review and synthesis of existing material

- Review the Rwanda E-Moto Project documents, including *E-Moto Technical Sector Study*, Gender Baseline, GESI Action Plan, existing MEL framework (including the M&E Plan, Logframe, Theory of Change, Gantt Chart) and the Mitigation Action Facility's Monitoring and Evaluation Guidelines, identifying areas where gender dimensions, technical findings, and indicators intersect or diverge.
- Develop a synthesis matrix linking gender priorities (e.g. related to employment, finance, training, and policy) to sector trends, risks, project outcomes, outputs, and indicators.
- Highlight existing data gaps and opportunities for integrating gender insights into technical and market analyses.

4.2 Task 2: MEL framework review and alignment

- Provide targeted guidance on integrating gender into the e-moto project's MEL framework and indicators, ensuring that gender components are fully embedded, context-appropriate, and compliant with the Mitigation Action Facility standards.
- In addition to the Gender review mentioned above, also conduct a detailed review of the project's current MEL Framework, logframe, and Gantt chart to ensure compliance with the Mitigation Action Facility Guidelines.
- Work with ICLEI Africa and the Rwanda Green Fund (RGF) to update and align the project's Gantt Chart, Logframe, and M&E Plan to ensure coherence and compliance with the Mitigation Action Facility's M&E Guidelines and requirements, verifying and refining to ensure that:
 - Only direct and targeted beneficiaries are counted,
 - The defined milestones are clear,
 - At least one sector-level indicator is included at the outcome or impact level,
 - There is a clear distinction between "outcomes" and "outputs", each with coherent indicators, and
 - A comprehensive assumption and risk analysis, particularly related to gender, inclusion and market readiness.

- Support ICLEI Africa, RGF and the E-Moto Project Team in ensuring the technical accuracy and consistency of all project MEL components and tools.

Note 2:

- This assignment does not entail redesigning the current project MEL Framework or introducing new indicators, but focuses on integrating gender-sensitive insights and refining existing MEL tools for stronger implementation alignment.
- The appointed Service Provider will work in close coordination with the Service Providers responsible for the E-Moto Technical Sector Study and the GESI Action Plan.

3.2 Task 3: Integration of gender analysis within the Rwanda E-Moto Technical Sector Study

Prepare and finalise a comprehensive analytical synthesis on *gender in the e-Moto sector in Rwanda*, covering the entire value chain and informing the gender section of Chapter 3 of the *Rwanda E-Moto Technical Sector Study*.

The report should:

- Summarise current participation of women across the Rwandan e-moto ecosystem, including in the moto taxi sector, and review past and ongoing gender initiatives.
- Analyse the implications of gender integration on the Rwandan e-moto sector's competitiveness, beneficiaries' incomes, sector financing, market growth, sustainability and policy frameworks.
- Identify gender considerations for e-moto project financial mechanisms (e.g., Rebate Scheme, Credit Enhancement Facility), cooperative structures, and policy frameworks.
- Identify key barriers and challenges for inclusive participation and benefit-sharing.
- Identify opportunities and the potential impact of expanding women's participation in Rwanda's e-moto sector and justify the underlying assumptions.

Note 3:

- Progress update and review meetings will be scheduled weekly.

4 Qualifications and experience

The Service Provider must meet and provide evidence of the following requirements:

- A multidisciplinary team including **one or more experts** with a minimum of **seven years of proven professional experience** in **gender mainstreaming and social inclusion**, preferably within **climate change, mobility, and/ or energy transition programmes**.
- **At least one expert** with a minimum of **seven years of demonstrated experience** in **results-based project design, monitoring, evaluation and learning (MEL)**, and **logframe development**, preferably within **donor-funded initiatives**.
- Proven experience in **integrating gender-sensitive indicators and qualitative/quantitative data** into **MEL systems**, ensuring alignment with results frameworks.
- **At least one expert** with a minimum of **seven years of experience** in **policy analysis, guidance, and capacity-building** related to gender or social inclusion.
- **Fluency in both Kinyarwanda and English** (written and spoken) for at least one or more team member.
- Strong understanding of **Rwanda's institutional context** and familiarity with **national frameworks on gender equality and climate action**.
- Confirmation in writing of the following:
 - Applicants are based in Rwanda and are prepared to carry out the assignment in Kigali.
 - Ability to undertake the assignment within the timeframes outlined.
 - Whether the application is a firm or a consortium.
- It will be desirable to have a demonstrated familiarity with the **transport and e-mobility sector** in East Africa.

5 Proposal submission requirements

Applicants must submit the following two documents:

6.1 Technical Proposal (maximum 10 pages)

The technical proposal should include:

- Relevant experience: A summary of the Service Provider's experience in gender mainstreaming and social inclusion, preferably within climate, mobility, and/ or

energy transition programmes. Include a list of relevant assignments with links (where available), client names, responsible managers, and contact details.

- MEL experience: Demonstrated experience in results-based project design, MEL, and logframe development. Include examples of comparable assignments with links and references.
- Policy and capacity-building experience: Evidence of previous work providing policy guidance and delivering capacity-building activities related to gender mainstreaming or social inclusion.
- Proposed methodology and work plan: A concise description of the approach, tools, and activities to deliver the tasks outlined in these Terms of Reference (ToR).
- Application of prior experience: An explanation of how the Service Provider's previous experience provides a foundation for successfully implementing the tasks described in the ToR.
- Team composition: A description of the proposed team structure, including CVs of experts, their designated roles, and a summary of their relevant experience.

6.2 Financial Proposal (in euros)

The financial proposal should present an **itemised budget** with a clear cost breakdown, specifying:

- The experts to be engaged and their respective **roles and tasks**;
- The applicable **daily or hourly rates**;
- The **estimated number of days or hours per expert**, aligned with the tasks and the work plan outlined in the technical proposal.

The budget should be presented in **euros (€)** and include all applicable taxes and fees.

Please note that the delivery of this assignment is expected to require approximately **85 expert days** in total. **The required number of expert days for each task will be agreed upon with ICLEI Africa before the commencement of the assignment. It is estimated that this assignment will take approximately eight weeks and will require at least three experts.**

6 Evaluation criteria

Proposals will be evaluated based on the following criteria:

- Demonstrated understanding of the Terms of Reference (ToR) and the work required to deliver the assignment, including proposed methodology.
- Qualifications and experience of the Service Provider, including team composition and relevant experience.
- Value for money, assessed via budget breakdown.

8. Submission detail

Please submit your proposal under the subject line: *“Proposal for: Gender integration and alignment of MEL for the Rwanda E-Moto Project”* by 11.59 PM Central African Time on **14 November 2025** to:

- Kennedy Kanyiha (kennedy.kanyiha@iclei.org), with
- Grace Stead (grace.stead@iclei.org),
- Tony Shyaka (t.shyaka@greenfund.rw), and
- Gael Imanzi (g.imanzi@greenfund.rw) copied.

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- For more information on the E-Moto Project, see: [Rwanda - Accelerating the deployment of E-motos - Mitigation Action Facility](#)
- For more information on ICLEI Africa, see <https://africa.iclei.org/>.