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TERMS OF REFERENCE FOR APPLYING AT THE SMALL-SCALE METHODOLOGICAL FRAMEWORK TO MEASURE DECENTRALISATION PROGRESS IN THE ENVIRONMENTAL SECTOR IN RWANDA

1. About Transparency International Rwanda

Transparency International Rwanda (TI-RW) was established as a Non-Profit Organization (NGO) according to the Rwandan law. It was created in 2004, with the mission "to contribute to the fight against corruption and promoting good governance through enhancing Integrity In the Rwandan society".

2. Context and background

TI-Rwanda and other partners, implement a project dubbed "INKI": Indi ntambwe mu Kwiyubakira Igihugu – An Extra Mile in State Building. This project is led by Norwegian People's Aid (NPA) and funded by the Foreign Commonwealth Development Office (FCDO). Among the project activities include the support to the CSOs capacity to engage in understanding and measuring the quality and progress on sector decentralization in Rwanda. The overarching aim is to equip CSOs with robust tools to systematically track the quality and progress of decentralization, and subsequently advocate for desired decentralization reforms, thereby enhancing transparency, accountability, and governance across all levels.

Rwanda has made significant strides in decentralizing its environmental sector, aiming to enhance local governance, community participation and environmental resilience as well as sustainable development. Key aspects of this progress include:

Policy and Strategic Frameworks

- **National Decentralization Policy (2000):** This policy initiated the transfer of authority from central to local governments, empowering districts to manage resources and make decisions pertinent to their development, including environmental management.
- **Environment and climate change policy (2019):** The policy presents the opportunities to government, businesses and the public at large, which the policy aims to fully exploit including decentralisation and improved public awareness which represents an opportunity for effective monitoring of the implementation of the policy.

Institutional Developments

- **Rwanda Environment Management Authority (REMA):** Established to oversee environmental protection, REMA collaborates with local governments to implement policies and ensure compliance with environmental regulations.
- **District Environmental Officers:** Appointed in various districts, these officers are responsible for local environmental management, ensuring that national policies are effectively implemented at the grassroots level.

Community-Based Initiatives

- **Green Projects:** Focusing on strengthening climate resilience in the targeted Districts through environmental protection, climate-resilient agriculture, and sustainable energy practices. They serve as a model for community-driven environmental management.
- **Umuganda (Community Work):** A traditional practice institutionalized as a national program, Umuganda involves community members in activities such as tree planting and infrastructure development, fostering environmental stewardship at the local level.

The Cabinet meeting held on 23rd August 2024 approved the second National Strategy for Transformation (NST2) for the period 2024-2029. The strategy aims to guide the country towards achieving the aspirations outlined in Vision 2050. Recognizing the importance of the environment as a cross-cutting issue, NST2 places special emphasis on building resilience to climate change and ensuring the sustainable management of the environment and natural resources.

While environment does not feature amongst the sectors identified as prime candidates for sectoral decentralisation under Prime Minister's Order on sectoral decentralisation in Rwanda- first of its kind that was promulgated in April 2024- the country is amongst countries that are globally most vulnerable to environmental degradation and climate change. The adverse effects of this situation are mostly felt by the local populations whose resilience to climate change and environmental degradation remains limited. Thus, the need to continuously assess the process and quality of environmental sector decentralisation under way with a view to informing future reforms planning in the sector and implementation.

It is against this background that TI-Rwanda is looking for a qualified individual consultant to measure decentralisation progress in the environmental sector by applying, at the small-scale, the methodological framework that will be provided after the selection of competent bidder. The objective of the study is to take stock of the decentralisation assessment framework to assess the progress made, identify challenges, and provide recommendations for strengthening healthy and clean environment that every Rwandan deserves.

3. Purpose of the assignment

The main purpose of this assessment is to evaluate the decentralisation progress made in the environmental sector. Specifically, the assessment will:



1. Review existing policies, laws, frameworks, and institutional arrangements supporting decentralisation in the environmental sector and establish whether at all and how they unambiguously define what functions are to be devolved, deconcentrated and or delegated;
2. Take stock of the status of devolved, deconcentrated and delegated functions in the environmental sector, possible overlaps in functional responsibility assignments between Central Government and Local Government institutions and determine the degree of the sector's alignment with relevant national decentralisation principles;
3. To establish whether and how financial resources and other capacity resources follow(ed) decentralised functions in the environmental sector;
4. Identify gains in the environmental sector decentralisation worth sustaining with a focus on the impact on environmental governance, institutional capacity and **service delivery outcomes at the local level**;
5. Explore opportunities worth leveraging as well as the major challenges in the implementation process and accordingly formulate actionable recommendations for improving environmental sector decentralisation process to enhance the outcomes

4. Methodology

The consultant/team will undertake the following tasks:

1. **Desk Review:**
 - o Review national and local policies, strategies, and guidelines on decentralisation and environmental management.
 - o Analyze previous studies and reports on decentralisation progress in Rwanda.
2. **Stakeholder Mapping and Engagement:**
 - o Identify key stakeholders, including local government authorities, civil society organisations, and private sector actors.
 - o Conduct consultations and interviews with key stakeholders to gather qualitative insights.
3. **Data Collection:**
 - o Develop data collection tools (e.g, interview guides based on the Small-Scale Methodological Framework or SSMF).
 - o Conduct field visits to selected districts to collect primary data.
 - o Roll out the validated decentralization assessment framework in the environmental sector with a focus on (i) Capacity Development of Environmental Decentralised Entities; (ii) Sectoral Decentralisation and Intergovernmental Relations in the environmental sector; (iii) Fiscal and financial decentralization in the environment domain; and (iv) Service Delivery Mechanisms, Local Economic Development, and Collaborative Partnerships in the environmental sector.
4. **Data Analysis:**
 - o Analyze qualitative data to assess progress in decentralisation, ensuring -where appropriate- adequate application of policy analysis and political economy analysis as analytical lenses
 - o Use the SSMF indicators to evaluate governance, capacity, and service delivery outcomes.

- Analyse the DAF data and produce a robust report highlighting the current progress and quality of decentralization in the environmental sector.

5. Reporting:

- Prepare a comprehensive report detailing findings, challenges, and recommendations.
- Present findings to key stakeholders in a validation workshop.

6. Scope of the work

The core element, of this assignment, is to technically support the roll out of the CSO-led methodological assessment framework for assessing the quality and implementation progress of decentralisation in Rwanda within the environmental sector across two districts namely Gasabo and Bugesera where INKI project operates. The process will involve familiarizing oneself with validated decentralization assessment framework, training data collectors, conducting data collection across the above-mentioned districts, performing data analysis, and producing a final report with key findings. The consultants will be responsible for carrying out these specific duties within one month from the date of contact agreement.

7. Deliverables

In the execution of this assignment, the selected consultant will produce the following deliverables.

1. **Inception Report:** highlighting the consultant's understanding of the assignment and applying proposed methodology for delivering on the tasks and timelines. A detailed work plan outlining the approach, methodology, and timeline for the assessment, along with an outline of key data sources and stakeholders to be engaged.
2. **Draft Report:** A comprehensive draft report outlining the findings of the decentralisation assessment framework in the environmental sector, including an analysis of progress, challenges, and opportunities, as well as initial recommendations based on the data collected. This will also be informed by key stakeholder consultations and literature review.
3. **Final Report** that integrates key stakeholder comments/inputs including from the validation meeting. The final report should incorporate feedback from stakeholders, with clear, actionable recommendations for improving decentralization in the environmental sector.

The final report should include:

- An executive summary providing a succinct overview of the assessment's key findings and recommendations.
- Detailed analysis of the findings.
- Practical recommendations for policy and operational improvements.
- Suggested next steps for implementing recommendations.

4. **Presentation:** A presentation to key stakeholders, including the Ministry of Environment, development partners, and local government representatives and other key actors, summarizing the key findings and recommendations.



8. Qualifications and Competencies of the Consortium

- Proven experience in conducting public policy analysis
- Having in the consortium an environmentalist with at least master's degree in environmental related studies, public administration expert, social studies or any other related field.
- Minimum of 10 years of experience in policy analysis, decentralization, public sector management, or CSO engagement in governance
- Proven knowledge of Decentralization and its implementation framework in Rwanda.
- Practical experience working with or collaborating with key institutions in Rwanda on decentralization matters,
- Good analytical, communications and presentation skills.
- Should be fluent in English and Kinyarwanda.

9. Submission of Proposals

Interested consultants are invited to submit their technical and financial proposals in separate files by 24th January 2025 either physically at TI-RW's office located in Remera, near Grand Legacy Hotel, or through TI-RW's email address info@tirwanda.org. Selected candidates will be invited at TI-RW Office for contract negotiation.

For further clarifications, do not hesitate to contact on +250788309563 during working hours.

Done in Kigali, on 16th /01/2025

Apollinaire Mupiganyu
Executive Director

