Terms of Reference – Organizational Capability and Skills Assessment

CARE Rwanda Country Strategy FY2026–2030

1. Background

CARE Rwanda has adopted its Country Strategy FY2026–2030, aligned with CARE's global strategy, Rwanda's National Strategy for Transformation (NST2) and Vision 2050. The strategy is organized around four program priorities: (1) Inclusive Economic Growth and Women's Economic Empowerment; (2) Access to Finance and Financial Inclusion; (3) Food Security and Climate Resilience; and (4) Health, Dignity and Gender Equality, with emergency response, refugee inclusion and disability inclusion integrated across all four.

The strategy marks a deliberate shift in CARE Rwanda's role, from project implementer to systems orchestrator. It is anchored in three commitments:

- **Locally led:** channelling 70% of program funding through local partners and delivering 90% of impact through networks and partnerships by 2030.
- **Networked:** helping steward a unified national savings group ecosystem, under government leadership, that brings together more than 60 organizations and 91,000 savings groups.
- **Financially adaptive:** growing the portfolio from US$8.5 million in FY26 to US$12.5 million in FY30, while diversifying toward multilateral, climate, private and earned revenue as bilateral aid declines.

Delivering this strategy requires capabilities that differ significantly from those needed for direct implementation. The strategy identifies four as critical: **commercial and blended finance acumen; climate finance literacy; strategic partnership brokering, including capacity strengthening of women-led organizations and advocacy and convening expertise**. Delivery will also depend on stronger capabilities in **digital platforms and data management, market systems facilitation, business development, independent monitoring, evaluation, accountability and learning (MEAL) and evidence, and partner grants management and compliance**.

CARE Rwanda is also adjusting its structure, with an independent MEAL function, a Growth and Knowledge Directorate, a Private Sector and Commercial Partnerships function, and a strengthened Partnerships and Grants Management unit, and is working to shift its culture toward facilitation over control, evidence of impact over activity, and collaborative partnership over direct delivery. These changes place new demands on leadership and management.

CARE Rwanda therefore seeks a qualified consultant or consulting firm to conduct an organizational capability and skills assessment. The assessment will establish the capabilities and critical roles the strategy requires, assess how current workforce capabilities match them, identify priority gaps, and recommend actions for recruitment, learning and development, and leadership development.

2. Purpose and Objectives

Purpose

The assessment will establish how well CARE Rwanda's current workforce capabilities align with the requirements of the Country Strategy FY2026–2030, particularly its shift from project implementer to systems orchestrator. It will provide a clear capability architecture, a register of critical roles, and an evidence-based, costed plan to close priority gaps before key strategic milestones.

Specific objectives

1. **Define the capabilities the strategy requires:** translate the four program priorities, three commitments and new organizational functions into a strategy-linked capability framework covering technical, behavioural, managerial and leadership competencies by function and level.
2. **Develop a critical roles and capability architecture:** define the capability clusters CARE Rwanda needs, where they should sit in the organization, which must be held in-house, and which roles are critical to delivering them.
3. **Establish the organization's current capability profile:** using confidential staff and manager input, assess current capability levels by function, department and level against the capability framework, the CARE competency framework and job descriptions.
4. **Assess the critical capabilities** named in the strategy:
    - commercial and blended finance (including fee-for-service structuring and financial sector partnerships);
    - climate finance (including Green Climate Fund and Rwanda Green Fund requirements);
    - strategic partnership brokering and partner capacity strengthening and
    - advocacy and convening expertise.
5. **Assess other capabilities required for delivery,** including digital platform and data management (with data protection), market systems facilitation, business development and pipeline management, MEAL and evidence, partner grants management and compliance, gender transformative programming and disability inclusion.
6. **Evaluate leadership and management capabilities** to lead the culture shift toward facilitation, partnership and systemic outcomes, and to manage staff under revised incentive and performance structures.
7. **Identify capability risks,** including single points of failure, hard-to-recruit skills, and capabilities affected by the close-out of existing projects.
8. **Identify future capabilities** that will emerge over the strategy period as funding sources, partnership models and digital delivery evolve.
9. **Recommend priority actions** in a costed 12–24-month workforce and capability development plan that specifies, for each priority gap, whether to build (training, mentoring, peer learning), buy (recruitment), borrow (CARE global/regional technical assistance, secondments) or partner (outsourcing), covering:
    - recruitment priorities and sequencing;
    - learning and development interventions;
    - leadership development.
10. **Leave a reusable tool:** a capability framework and assessment tool that the People and Culture team can use to track progress and repeat the assessment during the strategy period.

3. Nature of the Assessment

This is an organizational capability assessment, not an assessment of individual performance. Individual data will be collected only to build an aggregate picture of capabilities by function, level and critical role. In particular:

- Results will be reported in aggregate and anonymized form.
- Critical roles will be described by role, not by named individual.
- Findings will not be used for individual performance evaluation, pay or employment decisions.
- Participation will be based on informed consent, and all personal data will be handled in line with Rwanda's law on the protection of personal data and privacy.

4. Scope

The consultant will undertake the following activities:

A. Strategic Capability Assessment

- Review the CARE Rwanda Country Strategy FY2026–2030, implementation plans, program documents, the planned organizational structure and relevant CARE global frameworks.
- Develop a strategy-linked capability framework, grouping the capabilities required into clusters (e.g., technical/program, commercial and financing, partnership and influence, digital and data, MEAL and evidence, operations and compliance, leadership) with defined proficiency levels.

- Map where each capability should sit across functions and levels, and which capabilities are core (held in-house) versus accessed through CARE global/regional support, partners or external providers.
- Identify critical roles: roles essential to strategic outcomes, hard to fill or replace, or representing a single point of failure. Assess each role's current coverage, risk level and succession or backup options.

B. Capability Mapping

- Collect skills data from all staff through confidential self-assessment and manager input to build an organization-wide capability profile.
- Assess current capability levels by function, department and level across technical, behavioural, managerial and leadership competencies.
- Assess proficiency against the CARE competency framework and the strategy-linked capability framework, using job descriptions as a reference for role requirements.

C. Gap Analysis

- Compare current capability levels with the requirements set out in the validated capability architecture.
- Identify critical capability shortages, leadership gaps, technical capacity gaps and future capability requirements.
- Assess the depth of capability, i.e., whether key skills rest with one or two people or are spread across teams.

D. Learning and Development Assessment

- Review existing learning and development investments and their effectiveness.
- Identify capability-building priorities.
- For each priority gap, recommend whether to build, buy, borrow or partner, with indicative costs and sequencing.
- Identify how CARE global and regional resources can be used, such as the Climate Justice Center, technical assistance in impact investing and blended finance, and peer learning with country offices running earned revenue models.

Out of scope

- Organizational structure review and salary benchmarking. The consultant will take the planned structure as given and assess the capabilities it requires; findings may point to follow-up work.
- Assessment of individual performance, and any use of findings for individual employment decisions.
- Capabilities of implementing partners.

5. Suggested Methodology

The consultant should propose a robust methodology, which may include:

- Document review (strategy, implementation plans, structure, job descriptions, workforce data)
- Leadership and SMT interviews
- Confidential staff survey and skills self-assessment
- Manager input on team capabilities
- Focus group discussions across functions and levels
- Capability assessment against the strategy-linked framework
- Workforce data analysis
- Validation workshops with SMT and functional teams

The methodology must ensure:

- participation across all departments, levels and genders;
- confidentiality, informed consent and compliance with Rwanda's data protection law;
- no reporting for any group of fewer than five people; small teams will be combined into broader groups; and

- **a staff communication approach**, agreed with the People and Culture Director, explaining the purpose of the assessment before data collection begins.

The capability architecture should be developed from the strategy and validated by leadership before staff data collection, so that assessment tools measure the right capabilities.

6. Expected Deliverables

#	Deliverable	Consultant days	Approved by
1	Inception report: detailed methodology, work plan, data protection and confidentiality protocol, staff communication plan	2	People and Culture Director, after SMT validation
2	Strategy-linked capability framework and data collection tools (survey, self-assessment, interview and focus group guides)	4	People and Culture Director, after SMT validation
3	Critical roles and capability architecture, validated with the SMT (see description below)	3	Country Director, after SMT validation
4	Data collection, analysis and preliminary findings presentation, including validation workshop with SMT	6	Country Director, after SMT validation
5	Draft assessment report: executive summary; findings by function, level and capability cluster; gap analysis against the validated capability architecture and critical roles register, including the four critical capabilities and project close-out risks; recommendations	4	Country Director, after SMT review
6	Costed 12–24-month workforce and capability development plan, with build/buy/borrow/partner recommendations, sequencing and indicative costs	3	Country Director, after SMT review
7	Final report and presentation; final capability architecture and critical roles register in editable format; anonymised, aggregated dataset; reusable assessment tool; handover session with People and Culture	2	Country Director
	Total	**24**	

Deliverable 3: Critical roles and capability architecture

A concise document (maximum 15 pages plus annexes) and supporting Excel matrix containing:

1. **Capability architecture:** the capability clusters and individual capabilities required by the strategy, with definitions and proficiency levels (e.g., foundational, proficient, advanced, expert), linked to the four program priorities, three commitments and new organizational functions.
2. **Capability map:** where each capability should sit across functions and levels, identifying core capabilities to be held in-house and those that can be accessed through CARE global/regional support, partners or external providers.
3. **Critical roles register:** for each critical role, its link to strategic outcomes; the critical capabilities it requires; current coverage (filled, vacant or planned, e.g., Private Sector and Commercial Partnerships); risk rating (e.g., single point of failure, hard to recruit) and succession or backup recommendations.
4. **Priority capability heat map:** a one-page visual showing required versus current capability levels by cluster and function (completed after data collection and included in Deliverable 5).

The architecture will serve as the reference for the gap analysis, the workforce and capability development plan, and future assessments. Critical roles will be described by role, not by named individual.

Deliverable 6: Tiered costing of the workforce and capability development plan

Given funding uncertainty, the plan must present costed options in three tiers, so that CARE Rwanda can choose a level of investment and scale up as funding allows:

1. **Tier 1 – Essential:** the minimum actions needed to protect strategy delivery, focused on the most critical capability gaps, critical roles at risk and project close-out risks. This tier should rely mainly on low-cost options (e.g., CARE global/regional technical assistance, peer learning, mentoring, redeployment).
2. **Tier 2 – Recommended:** the consultant's recommended package, covering Tier 1 plus the actions needed to build the four critical capabilities and leadership capacity for the culture shift.
3. **Tier 3 – Optimal:** a full investment package that would position CARE Rwanda strongly to deliver all strategy targets, including new specialized recruitment and longer-term development programs.

For each tier, the plan should show:

- the actions included, mapped to the capability gaps they address;
- indicative costs by year over the plan period and by type (recruitment, training, technical assistance, other), with key cost assumptions stated;
- whether each cost could be covered by core funds or charged to projects and new grants;
- expected results and the strategic risks that remain if only that tier is funded.

Costs should be cumulative (Tier 2 includes Tier 1; Tier 3 includes Tier 2) and presented in a summary comparison table and an editable Excel costing model.

7. Payment Schedule

Payments will be linked to the approval of deliverables as follows:

Payment	Linked deliverable(s)	% of total fee
1	Deliverable 1: Inception report, approved	20%
2	Deliverables 2, 3, 4 and 5: Capability framework, data collection tools, and critical roles and capability architecture validated by the SMT; Preliminary findings presentation and draft assessment report, approved	50%
3	Deliverables 6 and 7: Costed workforce and capability development plan, final report, final architecture, dataset, reusable assessment tool and handover session, approved; written confirmation of data deletion	30%
Total		**100%**

- Each payment will be made within 30 days of CARE Rwanda's written approval of the deliverable(s) and receipt of a valid invoice (EBM invoice where applicable).
- CARE Rwanda may request revisions before approving a deliverable. Payment will be made only for deliverables that meet the requirements of this TOR.
- All payments are subject to applicable Rwandan taxes, including withholding tax, in line with Rwandan tax law.

8. Level of Effort and Location

- The assignment is expected to take approximately 24 consultant days over 8 weeks, starting December 14, 2026. CARE Rwanda has 43 staff based in one office.
- Work will be on-site at CARE Rwanda's Kigali office, with virtual engagement.
- Bidders may propose an alternative timeline if justified in the technical proposal.

9. Required Qualifications

The consultant or consulting firm should demonstrate:

- Advanced degree in human resources, organizational development or a related field (for the lead consultant)
- At least 10 years of experience in organizational development, workforce planning or talent management (for the lead consultant).
- Proven experience conducting organizational capability assessments, skills audits or workforce assessments, not only individual competency assessments.
- Experience assessing private sector or market systems skills.

- Experience working with international NGOs, UN agencies or development organizations, preferably in Rwanda or the East Africa region.
- Familiarity with CARE's approaches, including women's economic empowerment, financial inclusion, climate resilience, gender transformation and localization.
- Ability to assess technical capabilities in climate finance, blended finance and digital financial services, or a team that includes such expertise.
- Strong knowledge of competency frameworks, capability architecture and talent management practices.
- Excellent analytical, facilitation and report-writing skills in English; working knowledge of Kinyarwanda is an advantage.

10. Supervision and Working Arrangements

- The consultant will report to the Country Director, with the People and Culture Director as day-to-day focal point.
- The CARE Rwanda SMT will review and validate deliverables and support access to staff and documents.
- CARE Rwanda will provide relevant documents, workforce data (anonymised where possible) and logistical support for staff engagement.

11. Data Protection and Confidentiality

- **Legal compliance:** the consultant must comply with Law No. 058/2021 of 13/10/2021 relating to the protection of personal data and privacy, and must be registered with the National Cyber Security Authority (NCSA) as a data controller or processor.
- **Consent:** before collecting any personal data, the consultant will obtain clear, informed and voluntary consent from each participant. Participants will be told the purpose of the assessment, how their data will be used, who will see it, how long it will be kept, and that they may decline or withdraw without any consequence. Consent will be recorded.
- **Data storage:** personal data must be stored on servers located in Rwanda, unless the consultant holds a valid NCSA certificate authorizing storage outside Rwanda. This applies to online survey platforms, cloud storage and any other tools used. The technical proposal must state which tools will be used and where data will be stored.
- **Data minimization and security:** the consultant will collect only the personal data needed for the assessment, keep it secure, and restrict access to named members of the consultant team.
- **Confidentiality:** the consultant will not share individual-level data with CARE Rwanda management.
- **Data deletion:** raw individual data will be securely deleted by the consultant within 30 days of final report approval, with written confirmation.
- **Data breaches:** the consultant will notify CARE Rwanda immediately of any personal data breach, so that it can be reported to NCSA within the time required by law.

12. Safeguarding

- Before the contract starts, the consultant and every member of the consultant team must sign CARE's Protection from Sexual Exploitation and Abuse (PSEA) policy, safeguarding policy and code of conduct.
- The consultant must comply with these policies throughout the assignment, and report any safeguarding concern immediately through CARE's reporting channels.
- Breach of these policies is grounds for immediate termination of the contract.

13. Intellectual Property

- CARE Rwanda owns all intellectual property produced under this assignment, including the reusable assessment (audit) tool, the strategy-linked capability framework, the critical roles and capability architecture, all reports and deliverables, and all data collected.
- The consultant may not use, publish, share or adapt any of these materials, or any CARE Rwanda information, for other purposes without CARE Rwanda's prior written permission.
- All deliverables will be handed over in editable formats so that CARE Rwanda can use and update them freely.

14. Conflict of Interest

- **Declaration:** bidders must declare any actual or potential conflict of interest, including any training, coaching, recruitment, executive search or HR services they or associated firms offer, and any existing relationship with CARE Rwanda staff.
- **Independent recommendations:** recommendations must be objective and provider-neutral. The consultant must not recommend its own services, products or associated providers, and must describe recommended interventions by type (e.g., leadership coaching, climate finance training) rather than by provider.
- **Follow-on work:** the consultant and associated firms will not be eligible to bid for learning and development, recruitment or other services arising from the assessment's recommendations for 12 months after the final report is approved. CARE Rwanda may waive this restriction in writing only if a competitive procurement process is used and the consultant played no role in defining the requirements or evaluating bids.
- **Ongoing duty:** the consultant must notify CARE Rwanda immediately if a conflict of interest arises during the assignment. Failure to declare a conflict may lead to termination of the contract.

15. Evaluation Criteria

Criterion	What will be assessed	Weight
1. Technical proposal		
A. Overall proposal suitability	Understanding of the strategy shift; organizational assessment approach; quality of the capability architecture approach; data protection safeguards; realistic work plan	30%
B. Previous work and awards	Relevant, completed capability or skills assessments, with references	20%
C. Technical expertise and organizational experience	Team qualifications, including expertise in OD/HR and in the strategy's technical areas	20%
D. Management approach	Project management, quality assurance, stakeholder engagement and staff communication	10%
Subtotal		**80%**
2. Financial proposal		
E. Value and cost	Value for money and clarity of the cost breakdown	20%
Subtotal		**20%**
Total		**100%**

16. Application

Applicants should submit the following by **December 4, 2026,5:00 PM Kigali time** to **rwa.procurement@care.org**, with the subject line "**Organizational Capability and Skills Assessment- CARE Rwanda**":

1. Technical proposal, including understanding of the assignment, proposed methodology, approach to consent, confidentiality and data protection (including where data will be stored), work plan and how deliverables will be achieved within a clear time frame, signed conflict of interest declaration.
2. Financial offer detailing all costs associated with delivering the services, in PDF format, as a separate document from the technical offer.
3. CVs of key personnel to be assigned to the work, with details of relevant assignments.
4. Evidence of successful completion of at least two similar assignments, with two references.
5. Valid RRA tax clearance certificate, a RSSB clearance certificate, the signed Bidder's Declaration. Individual consultants provide a copy of their ID or passport and RRA TIN. Administrative documents are checked on a pass/fail basis before technical scoring, bids missing mandatory documents may be disqualified.
6. Registration certificate with the National Cyber Security Authority (NCSA) as a data controller and processor.