

TERMS OF REFERENCE (TOR)

POLITICAL ECONOMY ANALYSIS (PEA) AND STAKEHOLDER MAPPING ON ENVIRONMENTAL AND SOCIAL SAFEGUARDING OF PUBLIC INFRASTRUCTURE DEVELOPMENT IN RWANDA

1. Background

The *Alliances and Partnerships for Evidence-led Environmental and Social Safeguarding Accountability* (APESA), known in Kinyarwanda as **Ijwi Ryanjye mu Iterambere Rirambye** (INTERA), is a 36-month Action co-implemented by **Transparency International Rwanda (TI-Rw)** as lead applicant and the **Partnership for Transparency Fund (PTF) Europe** as co-applicant with the funds from European Union (EU). APESA seeks to enhance environmental and social safeguarding accountability in Rwanda's public infrastructure development sector by promoting citizen engagement, strengthening CSO capacities, and fostering multi-stakeholder partnerships.

Environmental and social safeguards (ESS) refer to policies, laws, standards, operational measures, and procedures designed to prevent, mitigate, and address adverse social and environmental impacts of development activities. In Rwanda, compliance with these safeguards remains weak, partly due to limited community awareness, lack of harmonised frameworks, and the low capacity or motivation of duty bearers to be held accountable.

This ToR outlines the purpose, scope, methodology, deliverables, and responsibilities related to a **Political Economy Analysis (PEA)** and **Stakeholder Mapping and Analysis**, which are critical to understanding the structural, institutional, and actor-based dynamics that shape environmental and social safeguarding in Rwanda.

For this purpose TI-Rwanda would like to recruit a consultant or a team of consultants who will carry out the above mentioned assignment.

2. Purpose and Objectives of the Assignment

The overall purpose of this assignment is to inform APESA's strategic engagement and partnership-building activities by:

1. To identify and analyze the formal and informal political, economic, and institutional factors that influence ESS policy formulation, implementation, and enforcement in Rwanda.
2. Unpacking the political, institutional, economic, and cultural dynamics influencing environmental and social safeguarding of public infrastructure projects in Rwanda.

3. Identifying key stakeholders, their interests, levels of influence, and power relationships in relation to ESS in public infrastructure, for APESA's engagement with key institutions and stakeholders
4. Assessing the barriers and enablers to improved safeguarding practices, citizen engagement, and accountability mechanisms.
5. Generating practical, context-specific recommendations for strengthening evidence-based safeguarding accountability through multi-stakeholder partnerships.

3. Scope of Work

This assignment will be conducted in the **13 districts of Rwanda** selected for APESA implementation. These districts have been **purposively selected** based on the following criteria:

- City of Kigali; Nyarugenge and Kicukiro.
- Satellite cities; Muhanga and Kwamagana.
- Secondary city; Rusizi.
- Districts currently targeted by the pro poor basket fund; Gicumbi, Rulindo, Ruhango, Nyamagabe, Ngoma, Gatsibo, Nyamasheke and Rutsiro.

The consultant/team will undertake the following tasks:

A. Political Economy Analysis (PEA)

- Identify the formal and informal institutions, policies, and regulatory frameworks shaping ESS practices.
- Analyse the incentives and disincentives for duty bearers (central and local government, contractors, etc.) to comply with ESS.
- Explore the role of political leadership, bureaucratic behaviour, decentralisation, and donor influence in shaping ESS enforcement.
- Examine community awareness and participation in ESS, including existing gaps in civic engagement.
- Highlight issues of equity, voice, and justice in the safeguarding discourse and practice.

B. Stakeholder Mapping and Analysis

- Identify key stakeholders involved in ESS of public infrastructure (government entities, CSOs, private sector, media, local leaders, community structures, etc.).
- Map their roles, interests, mandates, power levels, relationships, and potential influence on safeguarding outcomes.
- Identify potential allies and champions for reform and accountability.
- Highlight stakeholders' current involvement in relevant safeguarding or accountability mechanisms.

4. Methodology

The consultant is expected to apply a participatory and mixed-method approach, which may include but not be limited to:

- Desk review of relevant legal, policy, and institutional documents

- Key informant interviews (KIIs) with national officials (MOE, LODA, REMA, RGB, RTDA, WASAC, REG, etc.), local government officials, CSOs, development partners, and private sector actors
- Focus Group Discussions (FGDs) with community members, local leaders, and CBOs
- Stakeholder ranking and influence-interest matrix exercises
- Application of a Political Economy Analysis framework (e.g., Problem-Driven Iterative Adaptation, or Thinking and Working Politically)
- Selection of the districts among the 13 covered by APESA

5. Deliverables

1. Inception Report (within 10 working days of contract signing)

- Understanding of the assignment
- Methodology and tools
- Work plan and data collection instruments

2. Draft Report (after fieldwork)

- PEA findings and analysis
- Stakeholder map and analysis
- Preliminary recommendations

3. Validation Workshop

- Presentation of findings to TI-Rw, PTF, CBO partners, and selected stakeholders for feedback

4. Final Report (within 5 days after workshop)

- Refined PEA and stakeholder analysis
- Clear and actionable recommendations for APESA implementation
- Annexes (list of interviewees, tools, references, etc.)

6. Duration and Timeline

The assignment will be conducted over a **maximum of 60 working days**, tentatively scheduled between August and November 2025. A detailed work plan shall be developed during the inception phase.

7. Qualifications and Competencies

The consultants or a team of consultant must have in the team:

- At least a Master's degree in Environmental Management or Environmental Studies, Development Studies, Social sciences, Economics, or Public Policy, with demonstrated and in-depth understanding of Rwanda's decentralization framework and its practical implications in local governance and development processes.

- Proven experience in conducting political economy analysis, stakeholder mapping, and governance-related research,
- Strong understanding of environmental and social safeguarding frameworks and infrastructure governance in Rwanda or similar contexts,
- Demonstrated capacity in applying qualitative research methods,
- Experience working with civil society, government institutions, and local communities,
- Strong analytical, facilitation, and communication skills,
- Fluency in English and Kinyarwanda (oral and written).

8. Management and Reporting

The consultant firm or team of consultants will report directly to **TI-Rw's Program's Manager** and work in close collaboration with PTF Europe's technical advisor. Regular coordination will be ensured with TI Rwanda APESA project coordinator for contextual guidance.

9. Submission of the application documents

Interested consulting firm or team of consultants are invited to submit their files by 08th August 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. Only selected candidates will be invited at TI-RW Office for final evaluation.

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

Done in Kigali, on 18th /07/2025

