

ACCESS TO FINANCE RWANDA

Request for Proposals

For

RECRUITING A CONSULTING FIRM TO UNDERTAKE AN ASSESSMENT AND DEVELOP ACTIONABLE RECOMMENDATIONS FOR STRENGTHENING AND SCALING UP THE NATIONAL AGRICULTURE INSURANCE SCHEME (NAIS) IN RWANDA.

Subject of Procurement:	RECRUITING A CONSULTING FIRM TO UNDERTAKE AN ASSESSMENT AND DEVELOP ACTIONABLE RECOMMENDATIONS FOR STRENGTHENING AND SCALING UP THE NATIONAL AGRICULTURE INSURANCE SCHEME (NAIS) IN RWANDA.
Procurement Reference Number:	AFR/RFP-STRENGTHENING NAIS/OCT/2026.
Date of Issue:	OCTOBER 16, 2026

REQUEST FOR PROPOSALS

PROCUREMENT REFERENCE NUMBER: AFR/RFP-STRENGTHENING NAIS/OCT/2026.

1. Background and Rationale

The Government of Rwanda launched the **National Agriculture Insurance Scheme (NAIS)** in 2019 as a flagship agricultural risk-financing instrument to protect farmers against insured crop and livestock losses, strengthen resilience, and facilitate access to agricultural finance. The Scheme is implemented through a public-private partnership bringing together Government institutions, insurers, reinsurers, financial institutions, farmer organizations, veterinarians, loss assessors, development partners, and other relevant stakeholders.

NAIS has now transitioned from its establishment phase into a **consolidation and scale-up phase**, marked by expanded coverage across crop and livestock value chains, growing awareness and uptake of agricultural insurance, increased claims support to affected farmers, and strengthened collaboration among sector stakeholders. However, important challenges remain around insurance literacy and uptake, product relevance and affordability, claims experience, data quality and availability, digitalization, integration with agricultural finance, actuarial and reinsurance arrangements, subsidy sustainability, and effective monitoring and evaluation. Against this backdrop, **MINECOFIN, MINAGRI, and AFR** intend to undertake an independent assessment to evaluate progress made to date, identify key achievements, lessons learned, and persistent gaps, and generate practical, evidence-based recommendations to inform the strengthening and revamping of the next phase of the **NAIS**. The assessment will be aligned with NST2, PSTA5, Vision 2050, the Financial Sector Development Programme, the National Insurance Strategy, Rwanda's Disaster Risk Financing priorities, and relevant international good practices, ensuring that the future design and implementation of NAIS is responsive to Rwanda's evolving agricultural risk landscape and broader financial resilience objectives.

2. Objective of the assessment

The overall objective of the assessment is to generate a robust evidence base and practical, prioritized, and actionable recommendations to guide Rwanda in strengthening and transitioning the National Agriculture Insurance Scheme (NAIS) into a modern, sustainable, inclusive, market-oriented, and climate-smart agricultural risk-financing instrument. The assessment will evaluate the Scheme's performance, achievements, and contribution during the InsuResilience Solutions Fund (ISF) and Commercialization and De-Risking for Agricultural Transformation (CDAT) implementation period; assess its value for money, financial and fiscal

sustainability, market-development effects, and broader economic additionality; and identify the operational, financial, institutional, regulatory, and policy reforms required for the next phase. It will inform measures to improve farmers' protection against agricultural risks; crowd in private capital and capabilities; deepen the agricultural insurance market and generate positive spillovers for the wider insurance sector; expand access to credit and other financial services; stimulate productive investment, enterprise growth, and commercialization; strengthen climate resilience and inclusion; and contribute to food security, improved rural livelihoods, and sustainable agricultural transformation.

2.1. Specific Objectives

The assessment will pursue the following specific objectives:

- **Assess NAIS performance, resilience, and development outcomes:** Evaluate progress against the Scheme's strategic objectives; assess its contribution to farmers' risk resilience, recovery, livelihoods, and broader agricultural development outcomes; identify achievements, lessons, implementation challenges, and persistent gaps; and assess the effectiveness of operational, institutional, policy and governance arrangements.
- **Assess the relevance, effectiveness, quality and inclusiveness of products and delivery:** Evaluate product suitability, affordability, coverage, basis risk and performance in addressing farmers' evolving risks; assess awareness, uptake, renewal, retention and satisfaction; and review the efficiency, timeliness, transparency and accessibility of enrolment, underwriting, loss assessment, claims settlement and digital delivery, with results disaggregated where feasible by sex, age, farm size, geography, value chain and vulnerability.
- **Assess value for money, financial sustainability, and fiscal affordability:** Evaluate public expenditure on premium subsidies and scheme administration against economy, efficiency, effectiveness, equity, additionality, and sustainability; analyse subsidy incidence, leverage of farmer premiums and private capital, unit costs and benefits, fiscal risks, and alternative scale-up scenarios; and assess pricing, claims, reinsurance, and risk-sharing arrangements. Where monetization is feasible, estimate indicative benefit-cost or social-return measures; otherwise, apply a transparent value-for-money scorecard.
- **Assess agricultural insurance and wider insurance-market development:** Determine NAIS's contribution to market depth, competition, product and distribution innovation, insurer and reinsurer participation, professional and data capabilities, geographic and value-chain reach, farmer retention, and unsubsidized uptake. Examine whether public support crowds in or crowds out commercial products and investment, the potential pathway toward reduced dependence on subsidies, and evidenced spillovers to the broader insurance market, including rural distribution, digital infrastructure, insurance awareness, consumer trust, and uptake of other suitable insurance products.

- **Assess private-sector growth, access to finance and economic additionality:** Examine whether NAIS facilitates entry, investment and continued participation by insurers, reinsurers, financial institutions, intermediaries, aggregators and technology providers; assess its contribution to farmers' and agribusinesses' access to credit and other financial services, productive investment, adoption of improved and climate-smart technologies, enterprise growth and value-chain development; and clearly distinguish observed associations and plausible contribution pathways from causal attribution.
- **Benchmark NAIS and identify strategic reform and innovation opportunities:** Benchmark NAIS against relevant regional and international good practices; identify transferable lessons and practical opportunities for institutional, regulatory, product, delivery, digital, financial, and climate-risk-management reform; and define priority actions aligned with NST2, PSTA5, Vision 2050, the Financial Sector Development Programme, the National Insurance Strategy and Rwanda's disaster risk-financing priorities.
- **Develop a practical reform and implementation framework for the next phase of NAIS:** Translate findings into a prioritized and sequenced implementation roadmap with clear responsibilities, indicative timelines, resource requirements where feasible, implementation risks, and a results-based Monitoring, Evaluation and Learning framework covering operational, financial, market-development, economic, inclusion, resilience, and broader development outcomes.

Interested bidders must confirm their intention to submit a bid by **Wednesday October 21, 2026, at 17h00 HRS CAT**

Any requests for clarifications to the RFP may be submitted by **Monday, October 26, 2026, 17h00 HRS CAT.**

Bidders should submit their proposals no later than **Thursday November 5, 2026, 17:00 HRS CAT**

Responding bidders are advised that this solicitation does not in any way obligate AFR to make a contract award or compensate the responding firms for any costs associated with the preparation and submission of their proposals. Additionally, AFR may award a contract without conducting negotiations; all proposals should be submitted initially using your most favorable terms. AFR reserves the right to award any resultant contract to other than the offeror submitting the lowest price proposal based on technical excellence, schedule superiority or client request.

All communications regarding this RFP should be addressed via email: procurement02@ afr. rw

Below is the summary planned procurement schedule:

Activity	Date
a) Date of issue of RFP	Friday October 16, 2026
b) Confirmation of interest	Wednesday October 21, 2026, at 17h00 HRS CAT
c) Request for clarifications	Monday, October 26, 2026, 17h00 HRS CAT.
d) Proposal closing date for submission of proposals	Thursday November 5, 2026, 17:00 HRS CAT

Note: This procurement is **open exclusively to firms registered in Rwanda**. Locally registered firms may form joint ventures with foreign firms, provided that the locally registered firm acts as the lead partner.

Cordially,
Kampeta Sayinzoga
Chief Executive Officer

1.1. SECTION 1: INSTRUCTIONS TO PROSPECTIVE BIDDERS

Preparation of Proposals: You are requested to submit separate technical and financial proposal, as detailed below. The standard forms in this Request for Proposal may be retyped for completion but the Consultant is responsible for their accurate reproduction.

You are advised to carefully read the complete Request for Proposals. An electronic copy (in PDF) of the Request for Proposals shall be considered as the original version.

Technical Proposals: Technical proposals should contain the following documents and information:

1. The Technical Proposal Submission Sheet as par Section 4 of this RFP.
2. Technical Proposal not exceeding 15 pages without annexes
3. An approach and methodology for performing the services.
4. A detailed work plan, showing the inputs of all key staff and achievement of deliverables.
5. CVs of key staff members;
6. A summary of your experience in similar assignments.
7. The documents evidence your eligibility, as listed below.
8. The consultant's comments or suggestions on the TORs and appreciation of the assignment – the objectives, tasks and deliverables

Financial Proposals: Financial proposals should contain the following documents and information:

1. The Financial Proposal Submission Sheet as par Section 5 of this RFP.
2. A copy of the breakdown of Lump Sum Price form as par Section 5 for each currency of your proposal, showing all costs for the assignment, broken down into professional fees, and reimbursable costs. The costs associated with the assignment shall be in Rwandan Francs.

Validity of Proposals: Proposals must remain valid for 90 calendar days from proposal submission date.

Submission of Proposals: The technical and financial proposals should be submitted separately, both clearly marked with the Procurement Reference Number above, the Consultant's name, AFR and either "Technical Proposal" or "Financial Proposal" as appropriate.

Proposals (both technical and financial) must be submitted electronically to: procurement02@ afr. rw with clear subject line: "AFR/RFP-STRENGTHENING NAIS/OCT/2026." and submitted by **Thursday November 5, 2026, 17:00 HRS CAT**

Note: Proposals must be submitted in PDF format and as attachments to the email, any proposal submitted as a link won't be considered.

Language of the tender and mode of communication

The medium of communication shall be in writing. The bid, as well as all correspondence and documents relating to the bid exchanged by the Bidder and AFR, shall be written in English.

Amendment to the tender document

At any time prior to the deadline for submission of bids, AFR may amend the tender document by issuing an addendum. Any addendum issued shall be part of the tender document and shall be communicated in writing via the AFR website.

To give prospective Bidders reasonable time in which to take an addendum into account in preparing their bids, AFR may, at its discretion, extend the deadline for the submission of bids; in which case all rights and obligations of AFR and Bidders previously subject to the deadline shall thereafter be subject to the deadline as extended.

Late bids

AFR shall not consider any bid that arrives after the deadline for submission of bids. Any bid received by AFR after the deadline for submission of bids shall be declared late and rejected.

1.2. SECTION 2: ELIGIBILITY CRITERIA

You are required to meet the following criteria to be eligible to participate in the procurement exercise:

1. Have the legal capacity to enter into a contract.
2. Not be insolvent, in receivership, bankruptcy or being wound up or subject to legal proceedings for any of these circumstances.
3. Not have had your business activities suspended/debarred
4. Have fulfilled your obligations to pay taxes.
5. Not having a conflict of interest in relation to this procurement requirement.

We require you to submit copies of the following documents as evidence of eligibility attached to your bid and sign the declaration in the Technical Proposal Submission Sheet:

Eligibility criteria:

1. Certificate of Incorporation or Trading license /Certificate of Registration.
2. Evidence of statutory compliance such as a valid tax clearance certificate.
3. Signed copy of the enclosed code of AFR's ethical conduct in business for bidders and services providers.
4. Confirmation that your technical bid is maximum 15 pages (excluding any annexes)
5. Joint venture agreement where the bidder is a joint venture.

NOTE: Failure to submit the above required documents may lead to disqualification from Technical and Financial evaluation.

1.3. SECTION 3: EVALUATION OF PROPOSALS

Evaluation of Proposals: The evaluation of Proposals will use the **Quality-Cost Based** methodology as detailed below:

1. Preliminary examination to determine eligibility (as defined below) and administrative compliance to this Request for Proposals on a pass/fail basis;
2. Detailed Technical evaluation will contribute 80%;
3. Financial scores will be allocated 20% to determine the best evaluated bid.

Proposals failing at any stage will be eliminated and not considered in subsequent stages.

Technical Criteria: Proposals shall be awarded scores out of the maximum number of points as indicated below.

Evaluation area	Criteria	Maximum score
Relevant experience and track record of the consulting firm	- At least 7 years of demonstrated experience in agricultural insurance, national agricultural insurance schemes, disaster and climate risk financing, agricultural finance, insurance-market development, insurance product design, pricing and reinsurance, data analytics (10 points) - References (formal certificates or contact details for reference checks) for at least two (2) similar assignments conducted in developing countries (preferably sub-Saharan Africa). Proven expertise in conducting similar assessments, with experience in Rwanda or the East African region being an added advantage (5 points)	15
Lead Subject Matter Expert Experience	- At least 7 years of demonstrated depth, relevance and quality of experience in agricultural insurance, national agricultural insurance schemes, disaster and climate risk financing, value-for-money and public-expenditure analysis, agricultural finance, insurance-market development, private-sector development, product design, pricing and reinsurance, data analytics, monitoring and evaluation, institutional governance and stakeholder coordination (10 points). - Demonstrated ability to integrate multidisciplinary evidence, distinguish contribution from attribution, and translate findings into practical policy, programme, market-development and institutional reforms (10 points). - Relevant experience in scheme reviews, reforms, evaluations, and similar assignments in Africa or comparable emerging-market contexts (5 points).	25

Team Members' Expertise	- The proposed team demonstrates a comprehensive and well-integrated combination of complementary expertise relevant to the assignment, covering agricultural insurance and economics; insurance/actuarial analysis, product design, pricing and reinsurance; disaster and climate risk financing and resilience; agricultural finance and credit-market development; public expenditure and subsidy/fiscal analysis; insurance-market structure, competition and private-sector development; data analytics and digital/data systems; and monitoring and evaluation. (10 points) - The proposed team demonstrates a relevant combination of complementary expertise covering the core areas required for the assignment, with adequate capacity in agricultural insurance, agricultural finance, risk financing, insurance-market development, data analytics and monitoring and evaluation. (5 points)	15
Methodology and work plan	- Quality, coherence, feasibility and analytical rigour of the proposed methodology, including theory of change; scheme and administrative data analysis; product and claims(end-to-end claims journey analysis and quantifying turn around) review; economy, efficiency, effectiveness, equity, additionality and sustainability assessment; subsidy-incidence and fiscal-scenario analysis; insurance-market structure, competition and crowding-in analysis; private-sector and credit-pathway assessment; resilience and inclusion analysis; digital and data-system review; international benchmarking; stakeholder consultations; validation; treatment of evidence limitations; and quality assurance (20 points). - Realism, sequencing and proportionality of the work plan for a consulting firm within the sixteen-week assignment, including clear allocation of responsibilities across team members and identification of any specialist follow-on work (5 points).	25
Total technical score		80
Financial proposal		20
Total		100

Minimum technical score: The mark required to pass the technical evaluation is 70% of the Technical Score.

Financial Criteria:

Pricing information should not appear in any other section of the proposal other than the financial proposal.

Financial scores shall be determined by awarding a maximum of 20 points to the lowest priced proposal that has passed the minimal technical score and giving all other proposals a score which is proportionate to this.

Total scores: Total scores shall be determined using a weighting of 80% for technical proposals and a weighting of 20% for financial proposals.

Currency: Proposals should be priced in **Rwandan Francs**

Best Evaluated Bid: The best evaluated bid shall be the firm with the highest combined score and shall be recommended for award of contract.

Right to Reject: AFR reserves the right to accept or reject any proposal or to cancel the procurement process and reject all proposals at any time prior to contract signature and issue by AFR, without incurring any liability to Consultants.

AFR reserves the right, at its sole discretion, to reject all proposals received and seek fresh proposals, to negotiate further with one or more of the bidders, to defer the award of a contract or to cancel the competition and make no contract award, if appropriate.

SECTION 4: TECHNICAL PROPOSAL SUBMISSION SHEET

[Complete this form with all the requested details and submit it as the first page of your technical proposal, with the documents requested above attached. Ensure that your technical proposal is authorised in the signature block below. A signature and authorisation on this form will confirm that the terms and conditions of this RFP prevail over any attachments. If your proposal is not authorised, it may be rejected.]

Proposal Addressed to:	Access to Finance Rwanda
Date of Technical Proposal:	
Procurement Reference Number:	
Subject of Procurement:	

We offer to provide the services described in the Statement of Requirements, in accordance with the terms and conditions stated in your Request for Proposals referenced above.

We confirm that we are eligible to participate in public procurement and meet the eligibility criteria specified in Part 1: Proposal Procedures of your Request for Proposals.

We have signed and undertake to abide by the Code of Ethical Conduct for Bidders and Providers attached during the procurement process and the execution of any resulting contract;

Our proposal shall be valid until _____ *[insert date, month and year]* and it shall remain binding upon us and may be accepted at any time before or on that date;

I/We enclose a separately sealed financial proposal.

Technical Proposal Authorised By:

Signature: _____ Name: _____

Position: _____ Date: _____
(DD/MM/YY)

Authorised for and on behalf of:

Company: _____

Address: _____

CODE OF ETHICAL CONDUCT IN BUSINESS FOR BIDDERS AND SERVICES PROVIDERS

1. Ethical Principles

Bidders and providers shall at all times-

- (a) maintain integrity and independence in their professional judgement and conduct;
- (b) comply with both the letter and the spirit of-
 - i. the laws of Rwanda; and
 - ii. any contract awarded.
- (c) avoid associations with businesses and organizations which are in conflict with this code.

2. Standards

Bidders and providers shall-

- (a) strive to provide works, services and supplies of high quality and accept full responsibility for all works, services or supplies provided;
- (b) comply with the professional standards of their industry or of any professional body of which they are members.

3. Conflict of Interest

Bidders and providers shall not accept contracts which would constitute a conflict of interest with, any prior or current contract with AFR. Bidders and providers shall disclose to all concerned parties those conflicts of interest that cannot reasonably be avoided or escaped.

4. Confidentiality and Accuracy of Information

- (1) Information given by bidders and providers in the course of procurement processes or the performance of contracts shall be true, fair and not designed to mislead.
- (2) Providers shall respect the confidentiality of information received in the course of performance of a contract and shall not use such information for personal gain.

5. Gifts and Hospitality

Bidders and providers shall not offer gifts or hospitality directly or indirectly, to staff of AFR that might be viewed by others as having an influence on a government procurement decision.

6. Inducements

- (1) Bidders and providers shall not offer or give anything of value to influence the action of a public official in the procurement process or in contract execution.
- (2) Bidders and providers shall not ask a public official to do anything which is inconsistent with the Act, Regulations, Guidelines or the Code of Ethical Conduct in Business.

7. Fraudulent Practices

Bidders and providers shall not-

- (a) collude with other businesses and organisations with the intention of depriving AFR of the benefits of free and open competition;
- (b) enter into business arrangements that might prevent the effective operation of fair competition;
- (c) engage in deceptive financial practices, such as bribery, double billing or other improper financial practices;
- (d) misrepresent facts in order to influence a procurement process or the execution of a contract to the detriment of AFR; or utter false documents;
- (e) unlawfully obtain information relating to a procurement process in order to influence the process or execution of a contract to the detriment of the AFR;
- (f) withholding information from the Procuring Disposing Entity during contract execution to the detriment of the AFR.

I agree to comply with the above code of ethical conduct in business.

AUTHORISED SIGNATORY

NAME OF CONSULTANT

1.4. SECTION 5: FINANCIAL PROPOSAL SUBMISSION SHEET

[Complete this form with all the requested details and submit it as the first page of your financial proposal, with the documents requested above attached. Ensure that your proposal is authorised in the signature block below. A signature and authorisation on this form will confirm that the terms and conditions of this RFP prevail over any attachments. If your proposal is not authorised, it may be rejected. The total price of the proposal should be expressed in the currency or currencies permitted in the instructions above.]

Proposal Addressed :	AFR
Date of Financial Proposal:	
Procurement Reference Number:	
Subject of Procurement:	

The total price of our proposal is: _____.

We confirm that the rates quoted in our Financial Proposal are fixed and firm for the duration of the validity period and will not be subject to revision or variation.

Financial Proposal Authorised By:

Signature: _____ Name: _____

Position: _____ Date: _____
(DD/MM/YY)

Authorised for and on behalf of:

Company: _____

Address: _____

Breakdown of Prices

[Complete this form with details of all your costs and submit it as part of your financial proposal. Where your costs are in more than one currency, submit a separate form for each currency. Authorise the rates quoted in the signature block below.]

Procurement Reference Number: _____

Currency of Costs: _____

PROFESSIONAL FEES					
Name and Position of Personnel	Input Quantity	Unit of Input	Rate	Total Price	Total Price (inclusive taxes)
TOTAL:					

REIMBURSABLE EXPENSES (If applicable)				
Description of Cost	Quantity	Unit of Measure	Unit Price	Total Price
Standard Economy flights				
Airport transfers				
Visa				
Accommodation				
Local transport and Communication				
TOTAL:				

NB: AFR eligible reimbursable expenses includes standard economy flight, accommodation, and airport transfers expenses, local transport, communication, visa, and they should be reasonable and in line with AFR guidelines.

TOTAL COST PRICE IN CURRENCY: _____

Breakdown of total price Authorised By:

Signature _____ Name: _____

Position: _____ Date: _____

Authorised for and on behalf of: _____ (DD/MM/YY)

Company: _____

Terms of Reference (ToR) for recruiting a consulting firm to Undertake an Assessment and Develop Actionable Recommendations for Strengthening and Scaling Up the National Agriculture Insurance Scheme (NAIS) in Rwanda.

3. Background and Rationale

The Government of Rwanda launched the **National Agriculture Insurance Scheme (NAIS)** in 2019 as a flagship agricultural risk-financing instrument to protect farmers against insured crop and livestock losses, strengthen resilience, and facilitate access to agricultural finance. The Scheme is implemented through a public-private partnership bringing together Government institutions, insurers, reinsurers, financial institutions, farmer organizations, veterinarians, loss assessors, development partners, and other relevant stakeholders.

NAIS has now transitioned from its establishment phase into a **consolidation and scale-up phase**, marked by expanded coverage across crop and livestock value chains, growing awareness and uptake of agricultural insurance, increased claims support to affected farmers, and strengthened collaboration among sector stakeholders. However, important challenges remain around insurance literacy and uptake, product relevance and affordability, claims experience, data quality and availability, digitalization, integration with agricultural finance, actuarial and reinsurance arrangements, subsidy sustainability, and effective monitoring and evaluation. Against this backdrop, **MINECOFIN, MINAGRI, and AFR** intend to undertake an independent assessment to evaluate progress made to date, identify key achievements, lessons learned, and persistent gaps, and generate practical, evidence-based recommendations to inform the strengthening and revamping of the next phase of the **NAIS**. The assessment will be aligned with NST2, PSTA5, Vision 2050, the Financial Sector Development Programme, the National Insurance Strategy, Rwanda's Disaster Risk Financing priorities, and relevant international good practices, ensuring that the future design and implementation of NAIS is responsive to Rwanda's evolving agricultural risk landscape and broader financial resilience objectives.

4. Objective of the assessment

The overall objective of the assessment is to generate a robust evidence base and practical, prioritized, and actionable recommendations to guide Rwanda in strengthening and transitioning the National Agriculture Insurance Scheme (NAIS) into a modern, sustainable, inclusive, market-oriented, and climate-smart agricultural risk-financing instrument. The assessment will evaluate the Scheme's performance, achievements, and contribution during

the InsuResilience Solutions Fund (ISF) and Commercialization and De-Risking for Agricultural Transformation (CDAT) implementation period; assess its value for money, financial and fiscal sustainability, market-development effects, and broader economic additionality; and identify the operational, financial, institutional, regulatory, and policy reforms required for the next phase. It will inform measures to improve farmers' protection against agricultural risks; crowd in private capital and capabilities; deepen the agricultural insurance market and generate positive spillovers for the wider insurance sector; expand access to credit and other financial services; stimulate productive investment, enterprise growth, and commercialization; strengthen climate resilience and inclusion; and contribute to food security, improved rural livelihoods, and sustainable agricultural transformation.

4.1. Specific Objectives

The assessment will pursue the following specific objectives:

- **Assess NAIS performance, resilience, and development outcomes:** Evaluate progress against the Scheme's strategic objectives; assess its contribution to farmers' risk resilience, recovery, livelihoods, and broader agricultural development outcomes; identify achievements, lessons, implementation challenges, and persistent gaps; and assess the effectiveness of operational, institutional, policy and governance arrangements.
- **Assess the relevance, effectiveness, quality and inclusiveness of products and delivery:** Evaluate product suitability, affordability, coverage, basis risk and performance in addressing farmers' evolving risks; assess awareness, uptake, renewal, retention and satisfaction; and review the efficiency, timeliness, transparency and accessibility of enrolment, underwriting, loss assessment, claims settlement and digital delivery, with results disaggregated where feasible by sex, age, farm size, geography, value chain and vulnerability.
- **Assess value for money, financial sustainability, and fiscal affordability:** Evaluate public expenditure on premium subsidies and scheme administration against economy, efficiency, effectiveness, equity, additionality, and sustainability; analyse subsidy incidence, leverage of farmer premiums and private capital, unit costs and benefits, fiscal risks, and alternative scale-up scenarios; and assess pricing, claims, reinsurance, and risk-sharing arrangements. Where monetization is feasible, estimate indicative benefit-cost or social-return measures; otherwise, apply a transparent value-for-money scorecard.
- **Assess agricultural insurance and wider insurance-market development:** Determine NAIS's contribution to market depth, competition, product and distribution innovation, insurer and reinsurer participation, professional and data capabilities, geographic and value-chain reach, farmer retention, and unsubsidized uptake. Examine whether public support crowds in or crowds out commercial products and investment, the potential pathway toward reduced dependence on subsidies, and evidenced spillovers to the

broader insurance market, including rural distribution, digital infrastructure, insurance awareness, consumer trust, and uptake of other suitable insurance products.

- **Assess private-sector growth, access to finance and economic additionality:** Examine whether NAIS facilitates entry, investment and continued participation by insurers, reinsurers, financial institutions, intermediaries, aggregators and technology providers; assess its contribution to farmers' and agribusinesses' access to credit and other financial services, productive investment, adoption of improved and climate-smart technologies, enterprise growth and value-chain development; and clearly distinguish observed associations and plausible contribution pathways from causal attribution.
- **Benchmark NAIS and identify strategic reform and innovation opportunities:** Benchmark NAIS against relevant regional and international good practices; identify transferable lessons and practical opportunities for institutional, regulatory, product, delivery, digital, financial, and climate-risk-management reform; and define priority actions aligned with NST2, PSTA5, Vision 2050, the Financial Sector Development Programme, the National Insurance Strategy and Rwanda's disaster risk-financing priorities.
- **Develop a practical reform and implementation framework for the next phase of NAIS:** Translate findings into a prioritized and sequenced implementation roadmap with clear responsibilities, indicative timelines, resource requirements where feasible, implementation risks, and a results-based Monitoring, Evaluation and Learning framework covering operational, financial, market-development, economic, inclusion, resilience, and broader development outcomes.

5. Scope of the Assignment

The assignment will constitute an evidence-based diagnostic review of the National Agriculture Insurance Scheme (NAIS) to assess its performance, relevance, value for money, sustainability, resilience, market-development effects, and broader economic contribution; identify achievements, lessons, and persistent gaps; and generate practical recommendations for the Scheme's next phase. It does not constitute a statistically representative impact evaluation, a full actuarial repricing exercise, or a detailed systems-design assignment. The consulting firm will draw on available administrative and scheme data, financial and insurance-market information, document reviews, stakeholder consultations, purposive field engagement, and case studies to assess observed results, plausible contribution pathways, and indicative effects. Findings shall clearly distinguish verified evidence, stakeholder perceptions, associations, and causal claims, and shall identify material data gaps and any specialist follow-on work required.

Given that the assignment is to be delivered by a consulting firm within a maximum of 4 months (16 weeks), the depth of analysis in specialist areas is deliberately bounded. Actuarial, climate-hazard and digital-systems work shall be diagnostic and options-oriented rather than a full technical audit or solution design; field engagement shall be limited to a purposive

sample of districts and stakeholder categories agreed during the inception phase; and any area requiring dedicated specialist follow-up shall be explicitly identified, scoped, and, where feasible, costed in the recommendations rather than resolved within this assignment.

Specifically, the scope of the assignment will cover the following areas:

- **Policy, legal, regulatory, and institutional assessment: Review NAIS's alignment with NST2, PSTA5, Vision 2050, the National Agriculture Policy, agricultural finance and climate policies, the Financial Sector Development Program, the National Insurance Strategy, Rwanda's disaster risk-financing priorities, and the insurance and financial-sector regulatory framework.** Assess governance, accountability, institutional effectiveness, consumer protection, stakeholder coordination and the allocation of roles across government, insurers, reinsurers, financial institutions, intermediaries, farmer organizations, cooperatives, development partners and other relevant actors.
- **Technical, product and client-value review:** Assess the design, relevance, affordability, coverage, exclusions, basis risk and performance of crop, livestock, area-yield, livestock-mortality and aquaculture products. Review their suitability to farmers' needs, value chains, agricultural transformation and climate-related risks, including the quality, timeliness and adequacy of claims and complaints handling.
- **Value for money, financial sustainability and fiscal risk:** Assess public expenditure on premium subsidies and scheme administration against economy, efficiency, effectiveness, equity, additionality and sustainability. Analyse subsidy targeting and incidence; public cost per farmer, hectare or animal covered and per claim paid; leverage of farmer premiums and private capital; administrative efficiency; pricing and loss experience; reinsurance and risk-pooling arrangements; and current and projected fiscal requirements under alternative coverage and subsidy scenarios. Compare NAIS, where evidence permits, with feasible alternative risk-management or support instruments. A full actuarial repricing exercise is outside scope and shall be identified as follow-on work where warranted.
- **Agricultural insurance and wider insurance-market development:** Assess changes in the number, diversity, and sustained participation of insurers, reinsurers, brokers, aggregators, and technology providers; product range, premium growth, market concentration, geographic and value-chain reach, renewal and retention, and unsubsidized uptake. Examine competition, entry barriers, innovation, local underwriting, actuarial, loss-adjustment, and data capabilities, reinsurance access, and whether public support has crowded in or crowded out commercial products, capital, and capabilities. Assess the evidenced spillovers to the wider insurance sector, including rural distribution networks, digital payments, sector data, insurance awareness, consumer trust, and uptake of other suitable products.
- **Private-sector growth, access to finance and economic additionality:** Assess investment and participation by insurers, reinsurers, lenders, intermediaries, aggregators, insurtech

firms and relevant service providers. Examine whether insured farmers and agribusinesses experience improved access to finance, including loan applications and approvals, loan amounts, tenor, pricing, collateral requirements, insurance-credit bundling, portfolio performance and lender perceptions of insurance as credit-risk mitigation. Assess contribution to productive investment, adoption of improved inputs and climate-smart technologies, enterprise growth, commercialization, employment and value-chain linkages where evidence is available.

- **Operations, technology and data systems:** Review enrolment, underwriting, loss assessment, claims management, reporting, data quality and operational efficiency, and the use of digital registration, mobile payments, GIS, remote sensing and analytics. Assess the fit, sequencing and indicative cost of priority digitalization options rather than undertake a full systems audit or solution design.
- **Climate risk, resilience, inclusion and development outcomes:** Examine the adequacy of coverage against major agricultural and climate perils, drawing on documented losses and existing national hazard and climate-risk assessments rather than new hazard modelling. Assess contribution to adaptation, disaster risk reduction, recovery, income stability, continuity of production and avoidance of distress coping. Analyse distributional effects for women, youth, smallholders, vulnerable farmers, geographic areas and value chains, and consider unintended effects including adverse selection, moral hazard, subsidy dependency and exclusion of high-risk farmers. Productivity, commercialization, livelihoods and food-security effects shall be assessed qualitatively and directionally unless sufficient data support stronger inference.
- **International benchmarking, lessons and reform options:** Benchmark NAIS against a purposively selected set of three to five comparator schemes agreed during inception. Identify transferable lessons and practical options for stronger governance, improved products and delivery models, private-sector participation, market development, financial and fiscal sustainability, climate-risk management and an orderly pathway toward greater commercial sustainability.

The assignment shall culminate in a practical, evidence-based and decision-oriented Diagnostic Report, actionable recommendations and an Implementation Roadmap. The recommendations shall distinguish immediate quick wins, medium-term reforms and longer-term institutional and policy actions, with clear responsibilities, indicative timelines, resource requirements where feasible, implementation risks and measurable performance indicators. The final outputs shall provide MINECOFIN, MINAGRI, RAB, AFR and other relevant stakeholders with a clear basis for strengthening NAIS, improving value for money, deepening agricultural and wider insurance markets, crowding in private participation and capital, expanding access to finance and tracking the Scheme's operational, financial, market-development, economic, inclusion, resilience and broader development outcomes.

6. Expected Outcomes

The review is expected to establish a clear evidence base and reform pathway for a more financially and fiscally sustainable, inclusive, market-oriented and client-responsive NAIS. Expected outcomes include improved value for money and subsidy targeting; increased agricultural insurance penetration, renewal and retention; stronger competition, product and distribution innovation, professional capabilities and private-sector participation; credible pathways for leveraging private premiums and capital and reducing avoidable subsidy dependence; faster, fairer and more transparent claims settlement; and better data and digital service delivery. The review should also strengthen the integration of insurance with credit and other financial services, encourage productive investment and adoption of climate-smart practices, and improve participation and benefits for women, youth, smallholders and underserved farmers.

Ultimately, the strengthened Scheme should contribute to improved farmer and agribusiness resilience, increased access to finance, greater productive investment and commercialization, stronger agricultural value chains and broader insurance-sector development, while supporting disaster risk financing and sustainable agricultural growth. The review shall identify measurable indicators for these outcomes and specify where evidence supports only an indicative or contribution-based finding rather than causal attribution.

7. Expected Deliverables

Given the focused nature of the assignment, deliverables shall be concise, evidence-based and decision-oriented, as follows:

- **Inception Report and Detailed Work Plan:** Set out the methodology, theory of change, analytical framework, value-for-money framework, proposed indicators, data requirements, sampling and stakeholder-engagement approach, comparator schemes, work schedule and quality-assurance arrangements. The inception report shall include a data-availability assessment and explain how the analysis will distinguish descriptive findings, associations, contribution and causal attribution.
- **NAIS Diagnostic Report:** Provide a comprehensive assessment of NAIS performance and achievements during the ISF and CDAT implementation period, covering policy, regulation, governance and coordination; product and claims performance; value for money and subsidy incidence; financial and fiscal sustainability; agricultural insurance and wider insurance-market development; private-sector participation and additionality; access to credit and other financial services; resilience, inclusion and development outcomes; operations, technology and data; institutional capacity; international benchmarking; lessons, constraints and data gaps. A distinct chapter titled **Value for Money, Market Development and Broader Economic Impact** shall present a value-for-

money scorecard, core unit-cost and leverage metrics, market-development assessment, crowding-in or crowding-out analysis, credit and investment pathways, inclusion findings and fiscal scenarios.

- **Actionable Recommendations:** Translate diagnostic findings into prioritized and implementation-oriented recommendations to strengthen governance, consumer protection, operational efficiency, product relevance, value for money, subsidy design (Consider alternative subsidy architectures, e.g., differentiated subsidies by farmer segment/product/risk, and distributional effects), fiscal sustainability, market development, private-sector participation, access to finance, digital systems, data, risk management and institutional coordination. Recommendations shall indicate expected results, responsible institutions, feasibility, dependencies, resource implications and any specialist follow-on work.
- **NAIS Reform and Implementation Roadmap:** Provide a practical, prioritized and sequenced roadmap setting out immediate, medium-term and longer-term actions, responsible institutions, indicative timelines, resource requirements where feasible, implementation risks and mitigation measures. The roadmap shall include a results-based Monitoring, Evaluation and Learning framework with baselines or baseline plans, targets, data sources and indicators for operational performance, value for money, financial and fiscal sustainability, agricultural insurance and wider insurance-market development, private-sector participation, access to finance, inclusion, resilience and broader economic outcomes.
- **Validation Workshop and Final Consolidated Report:** Present and discuss the findings, analytical scorecards, reform options and recommendations with relevant stakeholders, with logistical support and stakeholder mobilization provided by MINECOFIN, MINAGRI and AFR. The final report shall incorporate agreed feedback, document unresolved issues and provide an executive summary and decision matrix of priority actions.

8. Duration of the assignment

The assignment is expected to last for a maximum of **16 weeks** from the date of contract signing. The timeline for each delivery will be agreed upon during the inception phase.

9. Reporting and working language

The consultants will report to MINECOFIN, MINAGRI and AFR and will work closely with a technical team comprising of representatives from the three institutions. All reports/documents should be produced in English. The use of Kinyarwanda language may be required when engaging some stakeholders.

10. Required Expertise and Evaluation Criteria

The consulting firm shall provide a detailed curriculum vitae demonstrating the qualifications, roles, relevant assignments and level of effort required to deliver this multidisciplinary assessment. The consulting firm may identify clearly bounded specialist inputs or follow-on assignments where full actuarial, legal, climate-modelling or systems-design work falls outside the agreed scope.

Interested consulting firms are required to submit a technical proposal (not exceeding 15 pages + annex) and a financial proposal that will be scored in the following manner:

- A detailed technical evaluation will be scored at **80%**.
- Financial offer will be scored at **20%**.
- Only proposals achieving a minimum technical score of 56 points (or 70% of the technical evaluation) will be considered technically responsive and have their financial proposals evaluated.