

REQUEST FOR EXPRESSIONS OF INTEREST
(CONSULTING SERVICES – FIRMS SELECTION)

**PROJECT PREPARATION UNDER THE GRANT FACILITY FOR PROJECT PREPARATION
(GRANT NO. E6900-001) – AI FOR ECONOMIC TRANSFORMATION IN RWANDA (P517443)**

Assignment Title: Design of the Rwanda AI Competency Framework and Curriculum, Training of Trainers, and Piloting of AI-for-Citizens Training

Reference No. (as per Procurement Plan): RW-RAIA-577943-CS-QCBS

The Government of Rwanda has received financing from the World Bank toward the cost of project preparation for the AI for Economic Transformation in Rwanda operation, through the Grant Facility for Project Preparation (GFPP). The Government has appointed the Rwanda AI Agency (RAIA) to be the implementing entity for the GFPP, and the institutional host of the Project Implementation Unit.

About RAIA

The Rwanda AI Agency aims to advance the responsible and inclusive use of Artificial Intelligence and other emerging technologies to support Rwanda's national development priorities.

About the Consultancy

The GFPP intends to apply part of the funds for consulting services (“the Services”). The consulting firm will develop the Rwanda AI Competency Framework, covering all segments of society from everyday use to expert practice; develop a curriculum in English and Kinyarwanda; and train frontline trainers of trainers in three groups, each linked to AI use cases the Government is deploying: agricultural extension officers, community health workers, and digital ambassadors who train citizens. The firm will support and evaluate a pilot of the trainers' delivery and produce a costed national scale-up plan. The implementation period is about 8.5 months, from an expected start in February 2027, with all final deliverables due by 1 November 2027.

The detailed Terms of Reference (ToR) for the assignment are found in Annex I of this Request for Expressions of Interest.

RAIA now invites eligible consulting firms (“Consultants”) to indicate their interest in providing the Services. Interested Consultants should provide information demonstrating that they have the required qualifications and relevant experience to perform the Services. The shortlisting criteria are:

- Core business in skills development, competency framework and curriculum design, skills needs assessment, or public sector capacity building, with at least seven years in business.
- At least three assignments completed in the last ten years designing and delivering national or public sector digital or AI skills programmes, including competency frameworks, skills needs assessments

based on stakeholder surveys and consultations, and training-of-trainers or cascade models reaching community or low-literacy audiences.

- Technical and managerial capability of the firm, including in-house capacity in skills research and stakeholder engagement, curriculum design, AI subject matter expertise, development of learning content in Kinyarwanda and English, monitoring and evaluation, programme costing, and the ability to deliver training in Rwanda or the region.
- Knowledge of the local context, including familiarity with the Rwandan institutions and systems the assignment will work with, such as government agencies, agricultural extension and community health systems.

Key Experts will not be evaluated at the shortlisting stage, and curricula vitae are not required. A shortlist of not fewer than five and not more than eight eligible firms will be established.

Expressions of interest should include:

- a cover letter;
- a firm profile stating the firm's core business and years in business;
- summaries of no more than ten relevant assignments completed in the last ten years, each stating the client, country, contract value, duration and year of completion, with a brief description of the services provided;
- a description of the firm's technical and managerial capability, including staff numbers by relevant discipline;
- evidence of legal registration; and
- where applicable, details of any proposed association and the role of each member.

Expressions of interest should not exceed 15 pages, excluding the cover letter and registration documents. Pages beyond this limit will not be considered.

Procurement terms

The attention of interested Consultants is drawn to Section III, paragraphs 3.14, 3.16 and 3.17 of the World Bank's "Procurement Regulations for IPF Borrowers" (September 2025) ("Procurement Regulations"), setting forth the World Bank's policy on conflict of interest. In addition, please refer to the following specific information on conflict of interest related to this assignment: The selected firm, and any affiliate, will not be eligible to provide goods, works or non-consulting services resulting from or directly related to this assignment, including the delivery of the national programme designed under it. Consultants may associate with other firms to enhance their qualifications, but should indicate clearly whether the association is in the form of a joint venture and/or a sub-consultancy. In the case of a joint venture, all the partners in the joint venture shall be jointly and severally liable for the entire contract, if selected.

A Consultant will be selected in accordance with the Quality and Cost-Based Selection (QCBS) method set out in the Procurement Regulations, with a technical to financial weighting of 80:20. The assignment will be carried out in English.

Further information can be obtained at the address Block 5, Norrsken House, 1 KN 78 St, Kigali - Rwanda or via email procurement@raia.rw during office hours 09:00 to 17:00 hours, Kigali time, Monday to Friday.

Expressions of interest must be delivered in a written form to the address below Block 5, Norrsken House, 1 KN 78 St, Kigali – Rwanda in person by 05 November 2026 at 17:00 hours, Kigali time. The envelope subject line should read: “REOI — Rwanda AI Competency Framework, Curriculum and Training of Trainers for AI Skilling — RW-RAIA-577943-CS-QCBS”.

Procurement-related complaints. A Consultant that considers it has been harmed by an alleged breach of obligation in this procurement process may submit a procurement-related complaint in writing at complaints@raia.rw within the periods and following the procedures set out in Annex III (Procurement-Related Complaints) of the World Bank Procurement Regulations.

Annex I: Terms of Reference

Package 6 — Rwanda AI Competency Framework, Curriculum and Training of Trainers for AI Skilling

1. Background

The Government of Rwanda has received a Grant Facility for Project Preparation (GFPP) from the World Bank toward the preparation of the follow-on operation “AI for Economic Transformation in Rwanda,” which covers AI-ready data infrastructure, AI solutions in priority sectors, AI-ready digital skills, and project preparation and institutional capacity. The Government has appointed the Rwanda AI Agency Ltd as the implementing agency.

As the Government adopts AI to improve public services and the economy, people across society need the knowledge and skills to understand, use and govern AI responsibly, consistent with Rwanda's National AI Policy and NST2. Existing initiatives have built general awareness: One Million Rwandan Coders has made free foundation-level AI courses available to public servants and private sector, MINEDUC and REB are training teachers in AI through Day of AI, and digital ambassadors already train citizens in digital literacy. The Government is also deploying AI use cases that frontline workers and citizens will use, including an AI-enabled agriculture advisory platform, AI tools for community health workers, and Mbaza, a digital citizen engagement platform launched by the Ministry of Local Government of Rwanda (MINALOC) to strengthen digital citizen engagement and service delivery. Experience shows that adoption follows training anchored on tools people actually use. Rwanda seeks to develop a shared AI competency framework that sets out what each segment of society needs, together with a curriculum and trainer base to deliver it.

This assignment builds the foundation for national AI skilling rather than one-off training, answering four questions: which groups need AI skills, and at what level; what each group should know and be able to do; how frontline trainers can carry AI skills to farmers, communities and citizens; and what it would cost to skill each group at national scale, and how the AI skilling could be scaled nationally.

2. Objective

To develop the Rwanda AI Competency Framework and a corresponding curriculum in English and Kinyarwanda, design training materials for AI-for-citizens pilot and the three trainer groups; train frontline trainers of trainers in agriculture, health and citizen-facing services, each linked to AI use cases the Government is deploying; support and evaluate a pilot of their delivery; and produce a costed national scale-up plan for the Rwanda AI Competency Framework that the Government and its partners can implement. The AI-for-citizens training has two main outcomes: general awareness of AI, including demystifying AI and understanding its benefits, risks and limits; and a foundational ability to use AI tools the Government is supporting, such as Mbaza, the digital and citizen engagement platform launched by MINALOC.

3. Scope of services

Phase 1 — Target groups and needs assessment (months 0–2.5)

- Define mutually exclusive target groups and sub-levels across key segments such as: public servants; educators and learners (by level, from primary to university and TVET); sector professionals, distinguishing sector-based competencies (e.g. health workers, agricultural extension workers) from role-based ones (e.g. ministry staff); technical and AI professionals; and the wider workforce and citizens.
- Assess each group's needs through primary research, including surveys, interviews and consultations, not desk review alone, covering practical barriers such as literacy, language, access to devices and internet connectivity. Engage relevant stakeholders from the outset, including the private sector, sector ministries and agencies, frontline workers, training providers, academic institutions, and existing skilling programmes.
- Carry out a rapid demand-side scan of the AI roles and skills employers need, drawing on existing labour market studies, job posting data and consultations with key public and private employers, to inform priorities for the technical and professional segments..
- Carry out a supply-side assessment of existing and potential providers of AI skills training for the target groups, including universities, TVET institutions, private training providers, technology companies, online learning platforms and development partner programmes, covering what they offer, at which levels, in which languages and formats, and their delivery capacity, reach and cost
- Review existing initiatives, including One Million Rwandan Coders, the Digital Ambassadors Programme, MINEDUC's AI programmes and civil service training, together with their outcomes and any evaluation findings, so that the framework, curriculum and pilot build on them rather than duplicate them.

Phase 2A — Competency framework, curriculum standards for all target groups (months 1–3)

- Develop the Rwanda AI Competency Framework, with proficiency levels for the target groups defined in Phase 1, by adapting proven international frameworks rather than designing from first principles. The framework should set a common baseline for all and include safe and responsible AI use (checking outputs, data protection, bias and human oversight) at every level.
- Develop curriculum standards for all target groups and levels: learning outcomes, assessment standards and a learner journey showing how people progress.

- Map the content and providers identified in Phase 1 against the curriculum standards and identify gaps, so that partners can deliver training to any target group against the framework
- Produce the competency framework and curriculum standards in English and Kinyarwanda.

Phase 2B — Pilot learning content and facilitation materials (months 2.5–5)

- Develop learning content for the AI-for-citizens pilot, designed to achieve its two outcomes: general awareness of AI, including demystifying AI and understanding its benefits, risks and limits; and a foundational ability to use AI tools the Government is supporting, such as Mbaza, the digital and AI-powered citizen engagement platform launched by MINALOC, and other citizen-facing services such as IremboGov.
- Develop facilitation materials, based on the curriculum standards, for the three trainer-of-trainers groups: agricultural extension officers as trainers of farmers, anchored on the AI-enabled agriculture advisory platform; community health workers as trainers on health-related uses of AI, anchored on the AI tools being deployed in health; and digital ambassadors as AI-for-citizens trainers. The materials should equip trainers to teach people to use these tools while keeping human judgment.
- Develop all pilot content and materials in English and Kinyarwanda, specific and contextualized to each group rather than generic, and in multiple accessible formats suited to the Rwandan context (for example trainer-led sessions with take-away materials, short videos, print and audio). Use existing content identified in Phase 2A where suitable, and develop new content only where nothing suitable already exists.

Phase 3 — Training of trainers and pilot delivery (months 3–7.5)

- Train 100 digital ambassadors as AI trainers by Month 3.5, building on their existing role as digital literacy trainers, so that they can deliver the AI-for-citizens training.
- Support the digital ambassadors to deliver the AI-for-citizens training to citizens through Month 7.5, including quality assurance of delivery.
- Track the AI-for-citizens pilot in a simple tool, recording the number of citizens trained (disaggregated by district, sex and age), completion of the training, short pre- and post-training checks against the two outcomes (awareness of AI and ability to use tools such as Mbaza), and participant feedback.
- Train 150 agricultural extension officers, identified in support of MINAGRI, as trainers of trainers, each completing at least one supervised co-facilitation with their own audiences.
- Train 150 community health workers, identified in support of the Ministry of Health, as trainers of trainers, each completing at least one supervised co-facilitation with their own audiences.

Phase 4 — Evaluation and scale-up plan (months 7.5–8.5)

- Evaluate the pilot against the baseline immediately after delivery, drawing on competency assessments, participant and trainer feedback, the number of citizens trained, progress against the two AI-for-citizens outcomes, and cost per learner by delivery mode.

- Produce a costed national scale-up plan for each target group, including the number of trainers needed to reach each group nationally, sequencing, delivery partners, certification, quality assurance and recurrent costs.
- Publish the competency framework and curriculum as open public goods that partners can use to deliver training, and hand over all editable source files, assets, instruments and data, with intellectual property vesting in the Government of Rwanda and with content reusable and adaptable by the Government and its partners without further fees.

Out of scope

- Full learning content for target groups beyond the AI-for-citizens pilot and the facilitation materials for the three trainer groups.
- Longitudinal follow-up beyond immediate post-pilot evaluation.

4. Deliverables and indicative timing

Deliverable	Due (indicative)
D1 Inception report, including the plan for the AI-for-citizens pilot, consultation and survey plan, and critical path	Month 0.5 — 3 Mar 2027
D2 Target group and needs assessment report, including the demand-side scan and supply-side assessment	Month 2.5 — 3 May 2027
D3 Rwanda AI Competency Framework, curriculum standards and provider gap map for all target groups (English and Kinyarwanda)	Month 3 — 17 May 2027
D4 AI-for-citizens learning content and digital ambassador facilitation materials (English and Kinyarwanda), and trained digital ambassadors	Month 3.5 — 31 May 2027
D5 Facilitation materials for agricultural extension officers and community health workers, and trained trainers of trainers in both groups	Month 5.5 — 31 Jul 2027
D6 Training of trainers report: digital ambassadors, extension officers and community health workers trained, supervised co-facilitations completed, and trainer competency gains	Month 7.5 — 1 Oct 2027
D7 Pilot evaluation report: citizens trained (by district, sex and age) and completion with support from trained digital ambassadors, results against the baseline and the two citizen outcomes, cost per learner by delivery mode, and lessons for scale-up	Month 8 — 25 Oct 2027
D8 Costed national scale-up plan, published framework and curriculum, and handover of all source files	Month 8.5 — 1 Nov 2027

All deliverables are subject to written acceptance within ten business days of submission. All final deliverables must be submitted no later than 1 November 2027, so that they can be reviewed, accepted and paid before the grant closes; services performed after 31 December 2027 cannot be financed by the grant. The schedule will be re-based from the actual date of contract signature, but the final deadline will not move.

5. Key Experts

The following Key Experts will be evaluated at the Request for Proposals stage, not at shortlisting. Firms may propose additional non-key experts.

Position	Minimum qualifications and experience
Team Leader / Skills Development Specialist	Master's in education, workforce development or related; 10+ years including 5+ leading national or public sector skills programmes
Curriculum Design Specialist	8+ years in competency-based curriculum design for adult or professional learners
AI Technical Expert	5+ years in AI practice, with demonstrated ability to teach non-specialist audiences
AI Governance and Responsible AI Specialist	5+ years covering data protection, AI risk and assurance
Monitoring and Evaluation Specialist	6+ years in training programme evaluation
Skills Research and Costing Specialist	6+ years in skills needs or labour market assessments, including stakeholder surveys, and in costing training or skills programmes
Learning Content and Localisation Specialist	6+ years developing adult learning materials in Kinyarwanda and English for low-literacy audiences, in multiple formats

6. Client inputs and facilities

- Nomination of trainers with support of MINAGRI, the Ministry of Health, MINICT and RISA through the Digital Ambassadors Programme, and coordination of pilot delivery with the relevant ministries and agencies.
- Access to existing training materials, learning platforms, the linked AI use case platforms, and data and evaluation findings from existing AI skilling programmes.
- Introductions to sector ministries, agencies, training providers and other stakeholders for consultations.
- Venues and logistics support for pilot delivery.

7. Reporting and management

The firm reports to the PIU Project Director, with strategic direction from MINICT. Progress meetings will be held every two weeks. Because QCBS scores price, the numbers of trainers in Phase 3 are fixed for pricing purposes; any change will be handled as a contract variation. All data collection must comply with Rwanda's Law No. 058/2021 on the protection of personal data and privacy; the firm will set out its data handling, storage and consent arrangements in the inception report.