



## **Terms of Reference**

**For**

Engagement of Project Monitoring and Evaluation Firm for Nigerian Distributed Access through Renewable Energy Scale-Up Project (DARES) Program

**REA-NEP/DARES/C/QCBS/058/2025**

**April, 2025**

## 1. Background

The Federal Government of Nigeria (FGN) has secured financing from the International Development Association (IDA) to support the Nigerian Distributed Access through Renewable Energy Scale-Up Project (DARES). DARES is designed to be the FGN's scalable platform that builds upon the existing Nigeria Electrification Project (NEP). This initiative aims to coordinate and finance all off-grid electrification efforts, contributing to universal electrification and supporting the energy transition. The project targets to benefit over 17.5 million Nigerians, replacing more than 280,000 polluting and expensive fossil-fueled generator sets with standalone solar systems, particularly for unserved rural and remote populations.

The Rural Electrification Agency (REA), implementing Agency of the DARES program, plans to allocate part of the proceeds from this credit towards the payment for Consultancy Services for Engagement of Project Monitoring and Evaluation Firm for DARES Program. This consultancy aims to manage, review, support, and report on field-level monitoring and evaluation interventions. The REA will ensure that each developer, implementing partner, and data manager (Odyssey) provides the monitoring and evaluation consultant with access to all relevant data, reports, and accounts related to the project components.

The Project Development Objective (PDO) is to increase access to electricity services for households and MSMEs through private sector-led distributed renewable energy generation.

### 1.1 PDO level key indicators:

- People provided with new or improved electricity service (gender-disaggregated).
- MSMEs provided with new and improved electricity services (through mini grids or standalone solar), including female-managed MSMEs.
- New generation capacity of renewable energy installed (MW).
- Net GHG emissions reduction (metric tons of CO<sub>2</sub>).

**1.2 Project Implementation Areas:** DARES is being implemented across all thirty-six states of Nigeria, including the Federal Capital Territory (FCT).

### 1.3 Project Components:

**(i) Solar Hybrid Mini Grids for Economic Development** (\$410 million IDA equivalent)

**(ii) Standalone Solar Systems (SAS) for Households, MSMEs, and Agribusinesses** (\$300 million IDA equivalent)

**(iii) Technical Assistance** (\$40 million IDA equivalent)

## 2. Objectives of the Assignment

The overall goal of this assignment is to seek the services of a firm to provide advanced monitoring and tracking of project performance, ensuring trust, transparency, and accountability of results across the DARES components. The objectives of the assignment include:

## 2.1 Comprehensive Oversight:

- **Monitoring:** Conduct thorough oversight of project activities to ensure compliance with established standards and protocols.
- **Reviewing:** Regularly assess and review project data and reports to identify areas needing improvement.
- **Supporting:** Provide continuous support to developers and SAS companies to ensure the smooth implementation of project components.
- **Reporting:** Deliver timely and detailed reports on project performance, highlighting successes, challenges, and recommendations.

## 2.2 Geographic and Community Monitoring:

- **Geographic Verification:** Monitor the geographic location and community viability of deployed Stand-Alone Solar Systems (SAS).
- **Community Engagement:** Validate that these systems are in use by the specified end users and assess the social and environmental impact on communities.

## 2.3 Performance Indicators and Satisfaction:

- **Performance Monitoring:** Validate connections in line with Key Performance Indicators (KPIs) at mini-grid communities.
- **Satisfaction Measurement:** Measure and report on the level of satisfaction among beneficiaries regarding the renewable energy systems.

◦

## 2.4 Social and Environmental Compliance:

- **Risk Management:** Monitor the social and environmental risks associated with the project and ensure compliance with risk management plans.
- **Data Validation:** Validate data on social and environmental risk management to improve decision-making and programming in the DARES project.

◦

## 2.5 Payment Verification and Quality Assurance:

- **Sales Claims Verification:** Establish the validity and correctness of sales claims submitted by grant beneficiaries.
- **Quality Monitoring:** Ensure the quality and consistency of power supply at mini-grid communities and the overall reliability of SAS.

◦

## 2.6 Project Sustainability:

- **Sustainability Plan:** Monitor the project sustainability plan and provide feedback to the Project Management Unit (PMU) on strategies and activities.

- **Sustainability Indicators:** Support the implementation of key sustainability activities and report on sustainability indicators.
- **Sustainability Advisory:** Advise on possible sustainability models to be adopted by the project ensure continued viability
- 

## 2.7 Collaboration and Learning:

- **Collaborating, Learning, and Adapting (CLA):** Facilitate CLA strategies to use data and information from the M&E system for real-time decision-making and project improvement.
- **Community Feedback:** Engage with local stakeholders to capture lessons learned and adapt project strategies accordingly.

## 3. Specific Scope of Work

### 3.1 Development of Verification/Validation Plan and Tools:

- **System and Tools:** Develop and propose a robust system and tools for managing and reporting data collection processes.
- **Technology Integration:** Integrate technology (e.g., reporting templates, mobile apps, geo-special tools) and innovative monitoring approaches (e.g., community monitoring).
- 

### 3.2 Innovative Database and Dashboard:

- **Online Platform:** Implement a web-based or digitalized application for data entry, processing, and reporting, providing real-time information and access for the DARES-PMU.
- 

### 3.3 Periodic Spot Checks and Supervision:

- **Site Visits:** Conduct site visits to verify project implementation, engage with beneficiaries, and ensure compliance with environmental and social standards.
- **Stakeholder Engagement:** Meet with local cooperatives, state committees, and community stakeholders to assess project progress and address issues.

### 3.4 Risk Management and Community Engagement Monitoring:

- **Unannounced Visits:** Perform unannounced site visits to gather feedback from beneficiaries and identify any complaints or issues.
- **Risk Mitigation:** Monitor compliance with safeguard policies and risk management plans, and report findings to the PMU.

### 3.5 Construction Milestone Monitoring:

- **Technical Inspections:** Review technical reports and perform visual inspections to verify the quality and durability of renewable energy equipment.

- **Quality Assurance:** Monitor the construction milestones and ensure that the projects meet approved design and standards.

The firm will also monitor:

Works	Goods	Services
<ul style="list-style-type: none"> <li>- Adequacy of the Standard approach to ensure the Mini Grid Developer's full compliance of the conditions of contract.</li> <li>- verification of delays or incomplete works, and reasons for delays.</li> </ul>	the adequacy of: <ul style="list-style-type: none"> <li>- suppliers' compliance with delivery schedules;</li> <li>- inspections and related inspection reports.</li> </ul>	<ul style="list-style-type: none"> <li>- delivery of reports as per contract and verification that the site supervision consultant is on the ground as required by the contract.</li> </ul>

### 3.6 Capacity Building of REA Staff on Monitoring and Evaluation:

- Conduct M&E need identification survey among REA staff (including those at the zonal level) and identify M&E capacity gaps;
- Develop appropriate training package in consultation with REA M&E Department and the DARES Project Management Unit;
- Organize capacity building training to REA staff to minimize M&E capacity gaps among the staff.

The Consultant will be required to carry out other related tasks, within the Project Management Unit, for the Project.

## 4. Approach

Approach should span across three main dimensions and five strategic pillars:

4.1 A qualitative analysis dimension using in-depth open interviews and a detailed desktop review of all available documents. This will ensure that the legal and operational frameworks in place for project delivery are thoroughly reviewed, reported on and recommended for updates where necessary and capable of learning and adapting to future need. It will also mean a review to assess if the right delivery framework was utilised for project implementation. The approach thus recognises that take-up within society and credi-

bility beyond it requires an approach specific to the Nigerian context and strategic priorities; and therefore includes a blended review incorporating local need with international best practice for delivering the final report.

4.2 A quantitative analysis dimension which should include a review of effectiveness and mode of distribution and efficiency in terms of partnerships. This is necessary to identify and net out the effect of the programme from other factors that could have influenced the outcomes of the programme. This would also include a detailed analysis of the various social policy levers and associated indicators by beneficiaries to identify how the programme implementation has performed. It will help to bring feedback to help interpret findings from the qualitative analysis.

4.3 The third dimension would involve a triangulation of the M&E results with the in-house M&E results to ensure coherence.

**For successful implementation, the independent Monitoring, Evaluation and Learning (MEL) should be premised on five strategic pillars based on the above three dimensions:**

**(a) Stakeholder collaboration and accountability:** Working closely with community leaders, beneficiaries, implementing bodies and relevant government entities at all levels, thereby sharing knowledge.

**(b) Timely, reliable, and accurate data:** This refers to the quality of data which is required to effectively monitor and evaluate the initiative to ensure the validity of decisions and conclusions made from the MEL findings.

**(i) Comprehensive data repositories:** Since data will be generated by multiple stakeholders, this requires a repository that can warehouse all generated data for ease of accessibility and use.

**(ii) Timely analysis and use of information:** This will be done by the MEL team and involve triangulation of different variables to answer key performance indicators and other qualitative information to address initiatives objectives. This level of analysis helps to generate evidence and recommendations to inform management decisions.

**(iii) Feedback, supportive supervision, and quality assurance:** An appropriate feedback system is imperative to ensuring continuous improvement in implementation and service delivery. The MEL feedback arrangement will ensure information is routinely transmitted on time for decision-making.

## 4.4 Evaluation Approach

- The evaluation approach should seek to answer questions pertaining to the following:
  - **Relevance/Appropriateness:** the extent to which the intervention addresses the needs and priorities of its intended beneficiaries.
  - **Adequacy:** the extent to which the intervention was sufficiently resourced to achieve its goals (funding, staffing, equipment & infrastructure).
  - **Efficiency:** the extent to which the intervention has achieved its objectives using the least possible resources (speed, quality, and reduced costs).
  - **Effectiveness:** the extent to which the intervention has achieved its intended outcomes.
  - **Impact:** the broader and long-term effects of the intervention on beneficiaries and the wider community.
  - **Sustainability:** the extent to which the intervention can be maintained over the long-term.

## 5. Relevance and Appropriateness

### 5.1 Relevance

Evaluating the relevance of the M&E system ensures that the project aligns with Nigeria's national renewable energy policies and addresses the actual needs and priorities of stakeholders, particularly marginalized and underserved communities. The evaluation will focus on several key areas:

#### (a) Alignment with National Policies:

- **Policy Support:** Ensuring that the project supports Nigeria's renewable energy strategies, such as the National Renewable Energy and Energy Efficiency Policy (NREEEP) and other relevant frameworks.
- **Development Goals:** Confirming that the project contributes to Nigeria's broader development goals, including sustainable development, economic growth, and environmental protection.
- **Regulatory Compliance:** Verifying that the project adheres to national regulations and standards in the renewable energy sector.
- 

#### **(b) Stakeholder Needs:**

- **Government Agencies:** Confirming that the project aligns with the priorities of relevant government agencies, such as the Rural Electrification Agency (REA), and addresses their strategic objectives.
- **Local Communities:** Ensuring that the project meets the needs and priorities of local communities, particularly those in remote and underserved areas.
- **Private Sector Partners:** Evaluating whether the project addresses the interests and concerns of private sector partners involved in renewable energy initiatives.

#### **(c) Target Beneficiaries:**

- **Underserved Populations:** Ensuring that the project benefits the intended underserved populations, including marginalized communities that lack access to reliable energy.
- **Equity and Inclusion:** Assessing whether the project promotes equitable access to renewable energy resources and addresses social disparities.
- **Impact Measurement:** Evaluating the extent to which the project positively impacts the lives of target beneficiaries, including improvements in quality of life, economic opportunities, and social well-being.

#### **(d) Adaptability:**



- **Flexibility:** Assessing the project's ability to adapt to changing circumstances, such as shifts in policy, market conditions, or community needs.
- **Emerging Needs:** Ensuring that the project can respond to emerging needs and priorities, such as new technological developments or unexpected challenges.
- **Continuous Improvement:** Evaluating whether the project incorporates mechanisms for continuous feedback and improvement based on monitoring and evaluation findings.

## 5.2 Appropriateness

The firm's proposal should clearly state what M&E methodologies, tools, and processes will be used for the assessment to demonstrate readiness:

### (a) Methodology and Tools:

- **Suitability:** Develop the M&E methodologies and tools that are fit-for-purpose and capable of capturing the necessary data to assess project performance accurately.
- **User-Friendliness:** Ensure that the tools and methodologies are easy to use and understood by all relevant stakeholders, including field staff, developers, and beneficiaries.
- **Adaptability:** Methodologies and tools should be readily adapted to changing project conditions and requirements.
- 

### (b) Capacity and Resources:

- **Human Resources:** Provide sufficient and appropriately skilled staff to implement the M&E activities effectively. This includes evaluating the training and capacity-building needs of the team.
- **Financial Resources:** Provide a budget for M&E activities that is adequate to cover all necessary expenses, including data collection, analysis, and reporting.

- **Technical Resources:** Demonstrate that the necessary technological infrastructure and tools (e.g., software, databases, mobile devices) can be quickly deployed correctly to support M&E activities.
- 

#### **(c ) Stakeholder Engagement:**

- **Inclusivity:** Ensure that the M&E process involves all relevant stakeholders, including local communities, project developers, and government agencies. This includes engaging stakeholders in the design and implementation of M&E activities to ensure their perspectives and feedback are incorporated.
- **Participatory Strategies:** Implementing participatory engagement strategies to ensure that stakeholders are actively involved in the M&E process. This may include community-based monitoring, focus group discussions, and stakeholder consultations.
- **Feedback Mechanisms:** Establishing effective feedback mechanisms to ensure that stakeholders can provide input and receive responses regarding the M&E findings and project performance.
- 

#### **(d) Contextual Fit:**

- **Cultural Relevance:** Confirming that the M&E approaches are culturally appropriate and sensitive to the local context. This includes understanding and respecting local customs, traditions, and social norms.
- **Local Conditions:** Ensure that the M&E methodologies consider local conditions such as geographical, economic, and social factors that might affect the project's implementation and outcomes.
- **Regulatory Compliance:** Ensure that the M&E processes align with local laws, regulations, and policies, particularly those related to data collection, privacy, and environmental and social safeguards.

### **5.3 Baseline Against Which Results Will Be Measured**

The baseline will include:

- Current access to electricity in target communities.
- Number of MSMEs currently without reliable electricity.
- Existing renewable energy capacity in the target areas.

- Current GHG emissions from fossil-fueled generators in use.

### **(a) Results Framework**

The Result Framework is central to the design and successful operationalisation of the MEL system. The proposed Result Framework will serve as a central tool for performance monitoring against the agreed set of indicators at output, outcome, and ultimately impact levels. A full indicator matrix will detail the baselines, milestones, targets, and means of verification. The indicator reference for each of the Result Framework indicators will provide the indicator definition, units of measure, disaggregation units, usefulness of the indicator, data sources, collection, data quality assurance methods, reporting modalities, and milestone tracking.

#### **(i) Real-time ICT Enabled Dashboard**

- The ICT-enabled dashboard will:
  - **Data Integration:** Consolidate data from various sources into a single platform.
  - **Real-time Monitoring:** Provide up-to-date information on project performance.
  - **Visualisation Tools:** Offer graphical representations of key indicators and trends.
  - **User Access:** Allow stakeholders to access relevant data and reports.
  - **Alerts and Notifications:** Provide real-time alerts for any deviations or issues.

#### **(ii) Efficiency and Effectiveness**

- The evaluation of efficiency and effectiveness will focus on:
  - **Resource Utilisation:** Assessing whether resources are being used optimally.
  - **Timeliness:** Ensuring project activities are completed on schedule.
  - **Cost-Effectiveness:** Evaluating the cost-benefit ratio of project activities.
  - **Outcome Achievement:** Measuring the extent to which project objectives are being met.

#### **(iii) Knowledge Management Framework**

- Development of a knowledge management framework:
  - **Documentation:** Ensure systematic documentation of all project activities and outcomes.
  - **Knowledge Sharing:** Facilitate the sharing of best practices and lessons learned among stakeholders.
  - **Training and Capacity Building:** Provide training to stakeholders to enhance their skills and knowledge.
  - **Learning Systems:** Implement systems for continuous learning and improvement.
  - **Feedback Mechanisms:** Establish mechanisms for collecting and incorporating feedback from stakeholders.

#### (iv) Analysis and evaluation

Provide **monthly** reporting on project implementation findings, which will be approved by the DARES-PMU and World Bank.

Verify compliance with the implementation of the risk mitigation framework as outlined in the Project Implementation Manual (PIM).

Provide recommendations for how lessons learned from monitoring and stakeholder feedback can result in changes to improve the operation of the project.

### 6. Qualifications and Requirements

#### 6.1 Qualification of Firm

- The consultancy firm with the following qualifications are invited to participate in this assignment:
- The firm will be a consulting firm with a minimum of ten (10) years of operational existence as an organization, and must provide documentary evidence of monitoring and evaluating an energy project
- Must have successfully completed a minimum of two (2) similar assignments in the last five (5) years
- Experience in undertaking monitoring and evaluation exercise in compliance with World Bank's guidelines.

The Consultant will be responsible for the overall process and also ensure that all specific tasks of the ToR are addressed satisfactorily in the reports.

The eligible Consultant(s) must have the following personnel with the stated qualification:

S/ N	PERSONNEL	REQUIRED QUALIFICATION & EXPERIENCE	Man-Month Inputs
1	Team Lead	Shall possess a Master's Degree in Engineering, Social Sciences, or any other relevant science degree (PhD will be an added advantage)  He shall have an experience as a team leader in at least two solar projects.  Must possess an internationally recognized professional certification.  Must have knowledge of technical audits, Monitoring & Evaluation  Must have good communication and reporting skills	1/14

2	Solar Hybrid Mini-Grid Expert	<ul style="list-style-type: none"> <li>• Shall possess a Bachelor's Degree or equivalent in Electrical/Electronics/Power Engineering or other relevant discipline with extensive knowledge and experience in building mini grids, including technical and fiduciary aspects, and monitoring large-scale infrastructure programs in remote areas.</li> <li>• Should have strong engineering skills and experience with asset verification and technical audits.</li> </ul>	1/12
3	Social Safeguards and Development Specialist	<p>Shall possess a Bachelor's Degree or equivalent in Social Sciences or other relevant discipline with minimum of 5 years of working experience in emerging solar power markets similar to Nigeria.</p> <p>He shall have appropriate/recognized professional certification.</p>	1/10
4	Environmental Specialist.	<p>Shall possess a Bachelor's Degree or equivalent in Electrical Engineering, Rural Energy Electrification, Project Management or other relevant discipline with 10 years of general experience and over 5 years of experience in emerging solar power markets similar to Nigeria.</p> <p>Shall also possess good knowledge of International and Local Environmental, Health and Social legislation for the Power Sector;</p> <p>Certification with reputable international Environmental, Health/Safety and Social institutions e.g. (NEBOSH, IEMA, etc.)</p> <p>To ensure the existence of internal control mechanisms to ensure the workers' health and safety;</p>	1/10
5	Senior Auditors (2 Nos.)	<p>One auditor with at least a degree in Auditing or Accounting and the other with at least a degree in engineering or energy management. Both will possess at least five (5) years of experience in similar activities. The Auditors will primarily use desk/remote verification methods using the submitted claims on the online platform and the systems' live status (where applicable). They will liaise and work with the field resource team as applicable. Candidates strong engineering skills and experience with asset verification and technical audits.</p>	2/12

6	Field verification specialists	Four specialists with at least a Bachelor degree in Engineering or related subject with 3 (three years) experience on development of mini grids. The team will need to demonstrate clear capacity for managing risk in the field related aspects especially on integrity and plan for preventing collusion possibilities.	4/12

- Firms to provide evidence of previous jobs delivered.
- **Mini Grids Expertise:** Provide an expert with extensive knowledge and experience in building mini grids, including technical and fiduciary aspects, and monitoring large-scale infrastructure programs in remote areas.
- **Engineering and Audit Skills:** Provide an expert with strong engineering skills and experience with asset verification and technical audits.
- **Regional Knowledge:** Demonstrate an understanding of Nigeria's states, including security contexts and operational challenges in remote areas.
- **Dashboard with Analytics Framework:** a real-time data dashboard that provides users with immediate visibility into key metrics and trends, enabling quick decision-making and timely responses to changing conditions.
- **Social Risk Monitoring:** Demonstrate experience in monitoring social risks, engaging with beneficiaries, and ensuring social and environmental safeguard compliance.
- **Field Experience:** Prior experience with site visits, spot checks, and assessments in remote and insecure areas.
- **World Bank Projects:** While not required, prior experience in Monitoring and Evaluation of World Bank projects is advantageous. Alternatively, experience with development programs financed by international or multilateral organisations is required.
- **Team Mobilisation:** Ability to rapidly mobilise a qualified computer literate project team with a local presence in all 774 local government areas for immediate assignment start. Those resource persons must be fluent in local language and English.
- **Collaboration:** Capability to develop strong working relationships with REA Zonal Offices to ensure accurate project monitoring and data collection.

## 7. Deliverables

- The selected M&E firm will report directly to DARES – HPMU and collaborate with All Components Leads to strengthen the Monitoring and Evaluation System and implement the Plan, but not replace DARES – PMU or other project entities.
- All reports will be made available to the DARES and REA. The report templates shall be proposed by the M&E Consultant and receive the clearance from the PMU and no-objection of the World Bank. Proposals for report templates should be included in the inception report.
- The M&E firm will regularly meet with DARES – PMU teams and Partners to discuss monitoring and project site findings, prepare and deliver presentations on key findings and gather community feedback, via email, reports, and videos.
- More specifically, the M&E firm will report immediately to the PMU regarding the following:
  - I. If any deviation from the risk mitigation plan has been observed, or the behaviour of Development Partners, SAS Companies and other partners is of such a nature to negatively affect relations with project-affected persons or local communities. Physical visit or project implementation issues that require urgent follow-up will be communicated to the PMU by e-mail or telephone calls without waiting for the regular reporting cycle.
  - II. **Monthly Activity Reports:** The monthly report should be submitted to HPMU through the Project M&E Specialist at the fourth week of each month. The monthly reports shall be factual, focused on the ongoing monitoring activities and progress in meeting deliverables. For that purpose, the report has to include detail description of the activities carried out, sites inspected, location map of the sites inspected, major issues identified, cross-cutting issues, suggested corrective actions, etc.
  - III. **Quarterly and Final Implementation Reports:** Quarterly reports will include analysis of results/verified connections and any deviations from implementation and risk mitigation plan. These reports should provide a more detailed analysis of trends and recurring challenges and on the progress made over the quarter.

These reports should also include: (i) an analysis of issues encountered during verification visits, including emerging cross-cutting issues, recommended steps and solutions; (ii) the M&E Consultant's view on the evolution of the DARES intervention, the implementing agencies and partners, the risk mitigations measures put in place, implementation of safeguard instruments, and cross-cutting issues identified during its monitoring visits; (iii) the M&E Consultant's view on whether the agreed standards met is reaching its implementation targets and objectives; and (iv) any lessons learned.

The PMU shall be conducting periodic quality and performance review of the M & E processes, operations and outputs (i.e oversight activity).

- IV. The consultant must provide the deliverables below in accordance with the schedule below:

SN	Type of Report	Timeline
----	----------------	----------

1	Inception Report	Two (2) weeks from the commencement date
2	Monthly Reports	End of every month
3	Quarterly Report	End of every quarter
4	Project Oversight Report	As needed and requested
5	Annual Report	End of every year
4	Contract Final Report	End of contract
5	Final Presentations by the end of the Contract	End of contract

1.1. Reports of each deliverable will be submitted as follows: One Electronic copy and three hard copies.

## **8. Contract Duration:**

The initial phase of the assignment is 24 months with the possibility of extension upon satisfactory performance.

## **9. Remuneration and Payment**

### **9.1 Terms of Payment for Consulting Services**

Payments to the Consultant shall be made based on the time inputs of the staff and the actual expenditures incurred (evidenced with appropriate receipts) under the reimbursable component of the contract, as well as submission of the reports listed in paragraph 3 and 4 in a manner acceptable to the Client.

## **10 Budget and Level of Effort**

The consultant will propose, in its proposal, fee rates based on staff expertise levels. The fee structure proposed should indicate the level of each resource person and indicate support staff, if any, and associated administrative and reporting costs.

The estimated total man-months input is 118.

## **11. Facilities to be Provided by the Client**

REA will provide the Consultant with the relevant documents and information (as may be applicable) to enable the consultant to perform the assignment.

## **12. Consultant's Selection Method**

The Consultant will be selected in accordance with the Quality and Cost Based Selection (QCBS) method set out in the Procurement Regulations for IPF Borrowers dated Sixth Edition, February 2025 available on [www.worldbank.org/procurement](http://www.worldbank.org/procurement)