

ANNEX B -TERMS OF REFERENCE - LRFP-9206478

WASH COORDINATION AND REGULATION INSTITUTIONAL CAPACITY AND TRAINING NEEDS ASSESSMENT

Summary

Title	Consultancy services to facilitate the establishment of a regulatory function within the Department of WASH and pollution coordination in the Ministry of Agriculture, Mechanization and Water Resources Development
Purpose	The purpose of this assessment is to evaluate the institutional capacity of the Department of WASH and Pollution Coordination to effectively: • Coordinate the WASH sector across all levels • Regulate WASH services in line with national standards The assessment will generate evidence to inform capacity development, institutional strengthening, and operationalization of regulatory functions.
Type of Contract	Institutional
Location	Harare, Zimbabwe
Duration	90 days
Reporting to	Chief of CR-WASH

Background:

Zimbabwe's WASH sector is governed through a multi-sectoral framework under the National Action Committee (NAC), bringing together key Ministries, Departments, and Agencies responsible for service delivery and oversight.

The Department of National WASH Coordination plays a central role in sector coordination, including planning, stakeholder engagement, and monitoring.

In 2022, the Government introduced a new mandate for water and wastewater regulation under the strengthened Department of National Water, Sanitation, Hygiene and Pollution Coordination. While coordination functions are relatively established, regulatory functions (including compliance monitoring, enforcement, and standards oversight) are new and require institutional strengthening. This necessitates a structured capacity assessment to clearly distinguish, assess, and strengthen both functions.

Justification

The Zimbabwe's WASH sector is undergoing a major institutional transition, with the Department of National WASH Coordination now mandated to regulate water and wastewater services. This shift requires a clear understanding of existing coordination structures, regulatory frameworks, and

institutional capacities to avoid fragmented implementation. By mapping roles, mandates, and gaps across national, provincial, and local levels, the consultancy will provide evidence-based recommendations to strengthen governance, improve service delivery, and align with both national priorities and global commitments such as SDG 6.

Furthermore, the consultancy ensures that capacity gaps in knowledge, skills, and resources are systematically identified and addressed through a tailored training strategy and monitoring framework. Its consultative approach engages diverse stakeholders, government, civil society, private sector, NGOs, and UN agencies fostering ownership and sustainability. The staged deliverables, including inception, draft, and final reports, will provide actionable outputs that directly support institutional strengthening and regulatory effectiveness, making this assignment a critical step toward sustainable WASH outcomes in Zimbabwe.

The consultancy is both timely and essential for Zimbabwe's WASH sector, given the evolving governance architecture and the need for establishment of a Water and Wastewater Regulatory function under the Department of National WASH Coordination. Several factors justify the need for this assignment. This transition requires a systematic assessment to ensure that institutions, policies, and human resources are aligned with the new responsibilities.

Without such an assessment, there is a risk of fragmented implementation and duplication of roles. Strengthening WASH regulation and coordination directly contributes to Zimbabwe's national development priorities and the achievement of Sustainable Development Goal 6 (Clean Water and Sanitation). Current WASH coordination structures at national, provincial, and local levels face challenges in technical expertise, financial resources, and institutional clarity.

Objectives

To assess and clarify the institutional roles, capacities, and relationships required for effective WASH coordination and regulation in Zimbabwe; identify systemic and capacity gaps; and develop recommendations and an implementation roadmap for institutional strengthening and operationalization of regulatory functions.

Specific Objectives

- Assess existing coordination mechanisms, structures, and effectiveness
- Assess the design and functionality of regulatory systems
- Distinguish clearly between coordination and regulatory roles and responsibilities
- Identify gaps in legal frameworks, institutional arrangements, and operational systems
- Assess human, technical, financial, and logistical capacity needs
- Identify training and capacity development priorities
- Highlight linkages and synergies between coordination and regulation functions

Scope of the assignment

- The scope of this assignment is limited to the key stakeholders, institutions and groups related to WASH sector coordination and regulation. The assignment shall be comprehensive and consultative. The consultant will be responsible for assessing the capacities, needs and priorities for the setting up of WASH regulatory functions under the Department of WASH Coordination. The final report should include training needs, training strategies and detailed work plans to address capacity gaps with a tentative budget and a monitoring framework. The proposed action may also suggest upgrades or new capacity development techniques or curricula to meet the objectives of both coordination and regulation. The process will ensure timely and effective implementation of specific activities, as well as coordination with the other stakeholders.

Specific Tasks

The assessment will cover national, provincial, and district levels, focusing on key WASH sector institutions including DWASHP, local authorities, and sector agencies. The scope will include two main components:

Component 1: WASH Coordination Capacity Assessment

- Institutional mandates and roles
- Coordination structures (NAC, sub-national committees)
- Stakeholder engagement mechanisms
- Planning, monitoring, and reporting systems
- Information management and data systems
- Training and Capacity building needs

Component 2: Regulatory Capacity Assessment

(a) Regulatory Design

- Legal and policy frameworks
- Institutional roles and mandates for regulation
- Standards, compliance, and enforcement mechanisms

(b) Regulatory Capacity

- Human resource capacity
- Technical expertise
- Equipment and logistics (e.g., inspection tools, monitoring systems)
- Financial resources
- Training needs assessment

Linkages

The assessment must explicitly:

- Identify overlaps and complementarities between coordination systems and regulation systems
- Highlight how coordination supports regulation (e.g., data sharing, monitoring)
- Identify risks of duplication or institutional fragmentation

Indicators

The assessment will align with GLAAS (Global Analysis and Assessment of Sanitation and Drinking-Water) indicators, focusing on:

Coordination Indicators

- Existence and functionality of sector coordination mechanisms
- Stakeholder participation and inclusiveness
- Sector planning and review processes
- Data used for decision-making
- Inter-ministerial collaboration

Regulation Indicators

- Existence of regulatory frameworks and authorities
- Clarity of roles and responsibilities
- Monitoring and enforcement systems
- Compliance with service standards
- Availability of regulatory data and reporting systems

Capacity Indicators (cross-cutting)

- Human resources (number, skills, competencies)
- Availability of financial resources
- Infrastructure, equipment, and logistics
- Training systems and institutional learning mechanisms

Methodology

The consultancy will adopt a mixed-method, participatory approach, building on the best international practices for capacity assessment.

Key steps include:

- Desk Review: Review policies, legal frameworks, reports, and GLAAS data
- Institutional Mapping: Map actors involved in coordination and regulation
- Data Collection: Key Informant Interviews (KIs), Focus Group Discussions (FGDs) and Stakeholder workshops
- Capacity Assessment: Human, institutional, and equipment capacity analysis. Functional analysis of coordination vs regulatory roles
- Gap Analysis: Identify bottlenecks and overlaps. Distinguish coordination vs regulation weaknesses
- Validation: Stakeholder validation workshop
- Development of Capacity Development Framework: Prioritized actions, training plan and institutional strengthening roadmap

Expected Deliverables

The consultancy will produce the following:

- Inception Report (Week 2): Detailed methodology and assessment framework. Work plan and timeline. Data collection tools and stakeholder engagement plan. Analytical framework for assessing coordination and regulatory functions. Risk assessment and mitigation measures.
- Institutional Mapping and Functional Analysis Report (Week 4): Maps key institutions involved in WASH coordination and regulation at national, provincial, and district levels. Clarifies institutional mandates, roles, responsibilities, and reporting relationships. Analyses existing coordination and regulatory arrangements. Identifies overlaps, duplication, accountability gaps, and areas requiring clearer institutional definition.
- Draft Institutional Strengthening and Capacity Development Strategy (Week 8): Based on the assessment findings, the consultant shall prepare a draft strategy that includes: Recommendations for strengthening institutional arrangements and governance structures. Proposed roles, responsibilities, and accountability mechanisms for coordination and regulation functions. Capacity development framework and training strategy. Recommendations for operationalizing regulatory functions, including staffing, systems, procedures, and resource requirements. Implementation roadmap with indicative costs and timelines.
- Validation Workshop and Presentation (Week 9): The consultant shall facilitate a stakeholder validation workshop to: Present findings. Validate institutional mapping and gap analysis. Review and refine proposed recommendations and institutional strengthening measures. Build stakeholder consensus on the way forward.
- Final WASH Coordination and Regulatory Capacity Assessment Report (Week 10): The final report shall incorporate stakeholder feedback and include: Institutional Roles and Functional Analysis, Capacity Assessment, Systemic Gap Analysis, Institutional Strengthening Recommendations, Capacity Development Framework and Regulatory Operationalization

Roadmap. A consolidated strategic document providing a clear pathway for strengthening WASH coordination and operationalizing the regulatory function.

- PowerPoint Presentation: Key findings and strategic recommendations

Payment Terms

The assignment will be completed within ten (10) weeks, as follows:

Task	Payment	Deliverables	Date of submission
1	20%	An inception report detailing the methodology, workplan, literature reviewed, stakeholders to be met, checklist and questionnaires, reports to be produced and show how the Expert intends to carry out the assignment	within 2 weeks of signing the contract
2.	20%	Matrix of project activities vs capacity needs and training needs of stakeholders in the form of a report including summary of discussion and presentation.	within four (4) weeks of signing the contract
3.	30%	Draft Capacity Needs Assessment Report and Capacity Building Programme and presentation.	within six (8) weeks of signing the contract
4.	30%	Final Capacity Needs Assessment report and capacity Building Programme with gaps and constraints related to awareness and capacity building of the stakeholders related to WASH coordination and regulation and presentation.	within eight (10) weeks of signing the contract

Reporting

The consultancy will work under the overall guidance and direct supervision of National WASH Coordination and UNICEF. The consultancy will submit the above deliverables according to the project work plan. All deliverables should be submitted in soft copy version (MS Excel data format and MS Word). Copies of high-resolution charts and graphics should also be submitted to National WASHP Coordination during the fulfilment of the assignment. The consultancy will ensure regular communication with DWASHP and also will ensure timely delivery of the expected outputs and will regularly inform DWASHP of the progress as well as any obstacles that might occur.

Evaluation Criteria

Technical approach

The consultancy must provide evidence of their experience in implementing institutional strengthening, training and capacity building in the technical areas they intend to address in the proposal. Expertise in more than one technical areas will be favourably valued, as to demonstrate a comprehensive understanding of overall processes and needs of identified stakeholders.

Cost Approach

The Applicant must propose costs that it believes are realistic and reasonable for the work in accordance with the applicant's technical approach.

The applicant must provide a detailed budget covering all intended activities during the assignment.

Scoring criteria

Technical proposal (35%) – The extent that the Applicant’s proposal demonstrates a clear and effective overall technical approach to performing the requirements described in the technical specifications and presents an effective and realistic work timeline.

Qualifications (20%) – Demonstrated expertise, experience, and availability, particularly the Project Technical Lead, through CVs that meet the requirements of the technical specifications.

Past Performance (15%) – Demonstrated capabilities and experience related to the technical specifications, capabilities mobilizing short-term technical assistance experts and teams, and quality of product or services, including cost control, timeliness of performance, and meeting goals and targets.

Financial proposal (30%) Based on the total cost presented in the proposal that is deemed responsive to the technical specifications. Higher priced cost proposals will receive a correspondingly lower score. To assist in evaluation and comparison of cost proposals, MoE may ask the Applicant for a further breakdown of the cost.

Documentary evidence needs to be provided with the proposal. Candidates who earn minimum 70 marks will be shortlisted and whoever gets the highest marks will be awarded.

Evaluation Methods

The highest scoring proposal following a cumulative analysis which weighs technical and financial.

Weighted scoring Evaluation approach:

The Technical Proposal has a total mark of 70 points. Technical Proposals receiving 70% (= 49 out of 70 points) or higher, will be considered technically compliant and included for review and Evaluation of their Financial Offer.

The total amount of points allocated for the financial proposal is [30]. The maximum number of points will be allotted to the lowest financial proposal that meets or exceeds the minimum technical score required of 49 out of 70 points. All other financial proposals will receive points in inverse proportion to the lowest financial, e.g.:

Score for Financial proposal X = (Max. score for financial proposal [30] Points) * (Price of lowest priced proposal)/(Financial proposal X)

Technical and financial proposals will be evaluated separately. Each proposal will be assessed first on its technical merits and subsequently on its financial proposal. The proposal obtaining the highest score overall after adding the technical and financial proposals scores and best interest of UNICEF will be recommended for the award of the contract.

During this review, UNICEF may request that clarifications be provided as part of the technical evaluation.

The Bidder(s) achieving the highest combined technical and financial proposal score will (subject to any negotiations and the various other rights of UNICEF detailed in this TOR) be awarded the contract.

Financial proposal

The bidder is required to provide a detailed financial proposal in their preferred format, together with a cost breakdown summary aligned with the **Summary of Costs** table provided below.

Deliverables	Percentage payments	Cost (USD)
Deliverable 1	20%	
Deliverable 2	20%	
Deliverable 3	30%	
Deliverable 4	30%	
Travel/logistics or other administrative costs.	-	
Accommodation/DSA costs	-	
Total financial Proposal		

Expected Background and Experience

Technical Knowledge and Expertise

- Strong knowledge of the WASH sector in developing countries, preferably in Zimbabwe, including rural and urban service delivery systems
- Proven understanding of WASH governance frameworks, including sector coordination mechanisms (e.g., multi-stakeholder platforms such as NAC)
- Expertise in water and wastewater regulation, including compliance monitoring, service standards, and enforcement mechanisms
- Familiarity with legal and institutional frameworks related to public service regulation
- Knowledge of GLAAS indicators and methodologies, particularly those related to governance, financing, monitoring, and regulatory systems

Team Composition (for Institutional Consultancy)

- The consulting firm should include:
- Team Leader / Institutional Expert (WASH governance and policy)
- Regulatory Specialist (water/wastewater regulation and compliance systems)
- Capacity Development Specialist (training and institutional strengthening)
- Research/Data Analyst

Core Competencies

- Excellent report writing and presentation skills
- Strong analytical and problem-solving abilities
- Ability to deliver within tight timelines
- High level of professionalism, integrity, and attention to detail

General Conditions: Procedures and Logistics

Policy both parties should be aware of:

- No consultancy may commence unless the contract is signed by both UNICEF and the Consultancy.
- No member of the consulting company may travel prior to contract agreement and signature.
- Members of the contracting company will not have supervisory responsibilities or authority on UNICEF budget.
- The assignment involves frequent trips within Zimbabwe to cover assessments and consultations, etc. The consulting institution should cover all costs related to transportation and accommodation/ Daily Subsistence Allowances (DSA) in its financial proposal.