

**Regional Emergency Preparedness and Inclusion Recovery  
(REPAIR)  
Multiphase Programmatic Approach**

**Project № P181014 & P508319**

**CONSULTANCY SERVICES FOR:**

- 1. Fiduciary Third- Party Monitoring Agent and**
- 2. Environmental & Social Third- Party Monitoring Agent (joint)  
for the Phases 1 and 2 of the REPAIR Program**

**Countries: Comoros, Madagascar and Mozambique (REPAIR Phase 1)  
Angola, Burundi, Malawi, Seychelles and Zambia (REPAIR Phase 2)**

**TERMS OF REFERENCE**

**September 2025**

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## ABBREVIATIONS AND ACRONYMS

ARC Ltd	African Risk Capacity Limited
E&S	Environmental and Social
ESA	Eastern and Southern Africa
ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
GSFF	Global Shield Financing Facility
IDA	International Development Association
IPF	Investment Project Financing
MoF	Ministry of Finance
MSME	Micro, Small and Medium-sized Enterprises
REPAIR	Regional Emergency Preparedness & Access to Inclusive Recovery

### 1. BACKGROUND and CONTEXT

The Regional Emergency Preparedness and Access to Inclusive Recovery (REPAIR), P181014, was approved by the World Bank in July 2024. Supported by the Global Shield Financing Facility (GSFF) and implemented by Africa Risk Capacity Limited (ARC Ltd) acting in respect of its segregated account designated as “REPAIR Account” (Segregated Account). The Programme Development Objective consists of strengthening the financial and operational preparedness of participating countries of countries in Eastern and Southern Africa (ESA) to natural and other shocks. Currently, there are three countries – Comoros, Madagascar and Mozambique – participating in Phase 1 of REPAIR, with a further five countries (Malawi, Zambia, Burundi, Seychelles and Angola) expected to join in 2025 (Phase 2).

On the face of it, the challenges facing these countries are immense.

- 80% of Madagascar and Mozambique’s population rely on agriculture for their livelihood.
- The polycrisis is projected to make vast areas of Southern Africa unsuitable for cereal crop production within the next 60 years, gravely undermining food security in the region.
- Women in Africa are 14 times more likely to die during natural disasters and represent 80% of those displaced.
- Surveys in Madagascar and Mozambique have shown that Micro, Small and Medium Enterprises (MSMEs) lose up to 50% of jobs post-disaster, a trend which predominantly affects women.

Broadly speaking, the Program is composed of two main pillars: financial preparedness (Component 1) and operational preparedness (Component 2). The former includes a suite of pre-arranged financial instruments to help countries respond rapidly and effectively to crises centred around a Regional Climate Risk Fund (RCRF), which will total USD926 million by the time the Program is due to conclude in 2031, and a further USD795 million leveraged from private capital through insurance instruments.

Pre-arranged financing is considered to be significantly more cost-effective than post-budgetary reallocations. Funding from REPAIR pre-arranged financing instruments is released to countries in accordance with the country needs which are formally expressed to REPAIR with the support of a costed response plan.

For its part, Component 2 is focused on strengthening the financial and operational preparedness of participating countries via technical assistance services. Objectives include ensuring efficient fund flows and quick government responses. Disaster Risk Financing (building financial mechanisms and strategic planning tools), and support for Disaster Risk Management (boosting operational capacities for crisis management) components also fall under Component 2.

To ensure accountability for the use of funds, REPAIR intends to engage an independent Third-Party Agent (the TPA) through a Framework Agreement to provide independent reviews, verification, and reporting services (“operational audits”). The TPA must be an external party to the REPAIR project and should not be a direct beneficiary of the project nor a member of the project’s management structure to conduct Operational Audits.

Operational audits are expected to be carried out annually by the TPA in each participating country (only if REPAIR funds have been disbursed). The audit shall cover the disbursements from any financial instrument (reserves, contingent financing, insurance). Auditing report will be made publicly available on REPAIR’s public portal.

Supporting documentation may be provided upon request.

## **2. SCOPE OF SERVICES AND OBJECTIVES**

### **2.1. Objectives of the Assignment**

1. To provide independent verification of whether the disaster funds in the context of REPAIR have been used for the intended purposes and in doing so, verify compliance with applicable fiduciary standards .
2. To assess compliance with environmental and social (E&S) commitments, including safeguards/ESF obligations.
3. To provide an overview of the impact of the REPAIR funds for the intended beneficiaries
4. To generate timely reports that support corrective actions and build confidence among stakeholders (World Bank, government, donors, beneficiaries).

### **2.2. Scope of Work**

The TPA is expected to perform, under task orders/call-offs, the following:

Fiduciary component:

- Review procurement processes and contract management under emergency procedures.
- Verify eligibility, use, and accountability of project funds.
- Sample-check payments, disbursements, and physical delivery of goods, works, and services.
- Assess compliance with applicable procurement regulations and FM guidelines. (usually, national regulations are applicable for government led activities)

E&S component:

- Monitor adherence to ESF, ESCP commitments, and environmental and social permits in alignment with national frameworks and legislation.

- Assess the effectiveness of grievance redress mechanism (GRM) of the Ministry of Finance and Delivery Channels.
- Verify that activities financed under REPAIR avoid prohibited practices (e.g., forced labour, child labour, resettlement, damage to critical habitats) and ineligible activities.
- Provide independent reporting on community consultations and stakeholder engagement.

### **2.3. Purpose and Role of the selected Firm/Firms**

**The overarching purpose of the Consultancy is to provide to REPAIR Stakeholders (In-country Ministry of Finance, REPAIR PIU, the World Bank) an independent assessment**

- **on how funds made available to any REPAIR participating country were used (through the dimensions of timeliness, efficiency and appropriate procedures and controls throughout the fund flow cycle from REPAIR to end use and end beneficiaries) with the aim of assessing the integrity of the crisis response supported by REPAIR.**
- **Of the impact of the funds for the intended beneficiaries.**

Independently verified documentary evidence that the financial instruments pre-arranged under the RCRF have been used in each country to effectively and adequately respond to a shock and support affected vulnerable populations is a key success factor for REPAIR to become a sustainable financing regional platform for countries to mobilize pre-arranged financing at scale to respond quickly to climate and other shocks.

**The present Terms of Reference (ToR's) are for the recruitment of a Third-Party Monitoring Firm/Consortium (also called in this document 'Third-Party Agent' or "TPA") to be hired through a competitive bidding process. This assignment is intended to cover, eight countries namely: (Comoros, Madagascar, Mozambique, Angola, Burundi, Malawi, Seychelles and Zambia), consortium of firms are also encouraged to apply since 1.) capacity for in-country ground missions and 2.) technical capabilities on both fiduciary and E&S assessments are required.**

#### **Call-off mechanism**

Depending on 1.) the type, magnitude, duration and possible multiple occurrences of shocks, 2.) the nature of expenditures financed by REPAIR funds and 3.) the different country contexts, the level of engagement and depth of reporting is expected to vary substantially. Hence the activities of the TPA will happen under a Framework agreement with individual engagements assigned on the basis of a specific scoping note. The REPAIR PIU may appoint multiple firms under the Framework Agreement and individual engagements may be assigned to different firms.

For any participating country, the involvement of the TPA is expected to be initiated upon a formal request from the REPAIR PIU further to a (or multiple) disbursement(s) made to that country within a window period of 12 months. The REPAIR PIU will trigger the engagement of the TPA within a maximum of twelve (12) months from the moment the funds are made available to a country. If multiple fundings are made available to a country during the window period of 12 months, the TPA will be notified and is expected to cover all those fundings in one single engagement.

Under the framework agreement set-up through this tendering process, the REPAIR PIU will provide a specific scoping note to the TPA for each engagement that is required based on need basis specified in individual call-off contracts as applicable. The scoping note will document all the specific activities to be covered by the TPA and provide a non-exhaustive list of relevant information which will allow the TPA to provide a financial proposal.

### **Role of the TPA**

The role of the TPA will be to carry out operational audits in accordance with the scoping note provided by the REPAIR PIU with the aim of ensuring that i) the funds disbursed from REPAIR are used for the purposes for which they were withdrawn; ii) activities were carried out in accordance with the E&S standards of WB.

### **Reporting (refer to section 7 below)**

**The TPA will 1.) substantiate its findings and 2.) formulate recommendations in its report(s) to address process gaps or control failures linked to financial and E&S management and enhance the efficiency of the use of funds to obtain the expected impact.** The TPA will execute its duties in a manner consistent with the WB Good Practice Note on Third-Party Monitoring, WB E&S standards, REPAIR Governance Framework, the World Bank Group General Environmental, Health, and Safety Guidelines as well as applicable national regulations.

The TPA should demonstrate its capability to conduct both financial and E&S assessments during the operational audits either through its own resources or through a consortium with distributed skillsets.

### **2.4. Geographic Scope of this Contract**

The REPAIR participating countries (8) are located in the Eastern & Southern African region. Firms wishing to bid for multiple countries will need to provide clear guarantees and explanation as to how they will cover those countries. A firm can bid for one or multiple countries. Being able to cover all the countries will be considered an advantage in the selection process.

The assignment will cover all project-affected areas, with flexibility to focus on high-risk or disaster-affected zones as determined by the PIU.

### **2.5. Duration of the Contract and level of effort**

The selected Firm(s) framework contract will cover an initial period of **2 years from October 2025 to October 2027**, renewable subject to performance and project needs. Specific assignments will be issued as **call-offs**, with expected durations depending on project phases and disaster response needs. The REPAIR Program is expected to close in 2031 and to cover 12 countries in total.

### **3. OUTPUTS**

On the contract duration, the selected TPA is expected to submit operational audit reports, for each engagement assigned to it further to submitting a competitive financial proposal in response to the scoping note provided by the REPAIR PIU. The reports shall be reviewed by the REPAIR PIU and thereafter shared with the respective MoFs and the WB for further comments prior to finalisation:

- The TPA will be responsible for data and information gathering and will be supported by the in-country REPAIR focal point.
- Procurement activities carried out with REPAIR funds are recorded on a digital platform based on blockchain technology called FundsChain. The TPA will be provided access to this platform to access recorded data (transactions, purchase order, invoice, receipts, contracts etc.)

Specifically, the process evaluation will cover the following areas:

- Assess the compliance of the activities financed through REPAIR funding with the Program Operations Manual (POM), the ESCP, including any other relevant E&S instruments, and national legislation.
- Conduct site surveys to assess if the program activities have been implemented in accordance with provisions laid out in the Governance Framework ESCP, SEP and any other relevant instruments.
- Review of the interventions carried out with REPAIR funding & payout versus the interventions initially provided in the Response Plan supporting the country request for disbursement of funds.
- Identify risks of fraud, corruption, or misuse of funds and recommend corrective actions.
- Assess the effectiveness and efficiency of the executed Response Plan interventions and the impact on the intended beneficiaries.
- Collect and analyse end-beneficiary perceptions of the Program delivery and benchmark against Program outcomes
- Assess effectiveness of response activities against Gender inclusiveness and other impact indicators as listed in the POM; and
- The presence and effectiveness of the grievance redress mechanism (GRM)

#### **4. THE EVALUATION QUESTIONS**

As a guidance, the process evaluation will answer at minimum the following questions:

- To what extent activities carried out by the Government and response agencies (also called national delivery channels) are consistent with the ones planned in the response plan?
- When did the response plan activities take place?
- To whom were the response plan activities directed to and how this compares to the plan?
- To what extent did the response plan implementation achieve its expected results, including the timely delivery of relief assistance?
- What are the barriers/facilitators to the implementation of the response plan activities?
- How cost-efficient were the activities carried out?
- How well coordinated was the implementation of the activities supported by the payout with other relief programs across the country?
- Were the provisions of the POM adhered to during the implementation of the response plan. If not, why?
- What is the perception of beneficiaries of the timeliness and effectiveness of the response?
- Have the material measures and actions contained in the Governance Framework, ESCP been carried out in a manner consistent with World Bank's E&S Standards, primarily on grievance mechanisms, complaints, accident reporting, and sexual exploitation and abuse?
- Do funds allocated to designated national delivery channels, such as World Bank compliant social cash transfer projects, Micro, Small and Medium Enterprise (MSME) Finance channels, national disaster funds and other sector ministry and agency channels comply with World Bank Environmental and Social Framework (ESF) standards and Project eligibility criteria provided in the Project's Governance Framework and POM?

#### **5. APPROACH AND METHODOLOGY**

A detailed methodology to cover the scope and to respond to the above evaluation questions will be developed by the TPA. The Evaluation methodology will be a combination of qualitative and quantitative approaches for data collection and analysis. At a minimum, the Evaluation Team will undertake the following activities:

- a. **Conduct a desk review of the following key documents (non-exhaustive list depending on country context):** Contingency Plans, Response Plans and related amendments, Response Plan implementation interim reports from the affected Government, disaster risk management plans and relevant pieces of legislation, Africa Risk View bulletins (if applicable) and other food security assessment reports, terms of references of the technical working groups and subgroups.
- b. **Develop a review matrix based on the Program Operations Manual (POM)** of the REPAIR Programme and conduct field review missions to determine 1.) whether the appropriate steps were followed by the affected Government and, if not, explain the deviations from the POM 2.) whether response plans were effective through a risk-based sampling of contracts, sites, and financial transactions.



**c. Conduct Key Informant Interview with key stakeholders, including (but not limited to):**

- REPAIR PIU staff
- Relevant Government officials at the Ministry of Finance (REPAIR focal point)
- Government officials at Disaster Management Agencies
- Relevant Administrative authorities at sub-national level if needed
- Implementing partners (national, sub-national and local level)
- Representatives of key humanitarian donors if needed
- Community leaders representing end-beneficiaries
- Involved Community-Based Organizations if needed
- Beneficiaries (disaggregated by gender).

**d. Conduct surveys** consisting of:

A quantitative survey based on a representative sample of beneficiary households to assess their perception on the support received through REPAIR funding.

## **6. QUALIFICATIONS AND RESOURCES REQUIREMENTS**

### **a. Qualifications of the Consultant**

The Consultancy Firm must have the following qualifications and experience. Consortium of Firms are eligible to apply:

- 1) Internationally recognized expertise in financial auditing, notably of public institutions and environmental and social monitoring/auditing.
- 2) Proven track record in operational audits of this nature, ongoing operations, and ability to ensure regular (if not permanent) representation in the REPAIR Countries as indicated above. Covering all countries would be an asset. A consortium of Firms working in different countries is also an option.
- 3) At least 10 years of proven experience in financial management, environmental and social monitoring and operational auditing in Sub-Saharan Africa countries working with high-level government officials, especially in context of fragility and crisis response. Experience in disaster response would be a competitive asset.
- 4) Proven ability to navigate difficult political economic circumstances.
- 5) Efficient systems for rapid assessments of responses to avoid delays.
- 6) Ability to generate reliable and frequent reports.
- 7) Ability to recommend corrective operational actions.
- 8) Ability to generate lessons learned, taking into account operational implications.
- 9) Experience with Bank-financed projects preferred, experience with donor financed projects a requirement.
- 10) Extensive and practical knowledge of the World Bank's fiduciary and E&S frameworks.
- 11) Ability to mobilize experts fluent in English, French and Portuguese in line with the needs of participating countries.
- 12) To ensure a truly independent Third Party-Monitoring activity, the tenderer will disclose all engagements with the respective Government of the REPAIR countries, as well as with in-country public and private actors, that could raise any potential conflict of interests. The TPA should ensure and expressly mention in its proposal whether, in its opinion, any

potential conflicts of interests would arise with regards to its current and past engagements from the delivery of services described in this document.

**b. Team Composition-Staff Requirements**

The Consultancy Firm shall propose appropriate full and part-time staff and time inputs for the assignment; The Table below summarizes the minimum staff resource requirement the Consultant must be able to mobilize in countries when needed anytime during the Contract duration. The hourly staff needs are expected to vary depending on the nature, severity and frequency of shocks.

The Evaluation Team Leader must demonstrate in-depth experience in program evaluation in the context of disaster management and responses. He/she must have proven experience, qualifications and ability to deliver quality reports quickly and efficiently. Minimum qualifications and experience of the team members will include:

*Table 3. Minimum Staff Requirements*

Position	Description of qualifications and experience	Level of Effort <i>Assuming there is a shock and funds are disbursed<sup>1</sup></i>
Evaluation team leader	<ul style="list-style-type: none"> <li>• Master’s degree in International Development, Disaster Management or related field</li> <li>• A project manager with at least 10 years' experience in audit/finance/administration and international professional experience in humanitarian evaluation and/or the field of disaster risk management and response</li> <li>• Proven track record of engagement with governments and public institutions on politically sensitive issues.</li> <li>• Experience of working in collaboration with high level government officials, donors, implementing partners and local communities</li> <li>• A solid understanding of the use and application of monitoring and evaluation systems</li> <li>• Proven track record in managing large-scale projects in Sub-Saharan Africa, including in context of conflict or fragility.</li> <li>• Excellent communication skills</li> <li>• Excellent analytical and problem-solving skills</li> <li>• Excellent report writing skills</li> </ul>	2 days per week during 6 months

<sup>1</sup> The level of effort will depend on the country, the severity of the shock, the amount of funds disbursed, the number of delivery channels used, and the expected time to implement the financing. The below are estimates based on a moderate shock and two delivery channels used.

Position	Description of qualifications and experience	Level of Effort <i>Assuming there is a shock and funds are disbursed<sup>1</sup></i>
	<ul style="list-style-type: none"> <li>• Full proficiency in French and/or Portuguese is highly preferred.</li> </ul>	
Senior auditor	<ul style="list-style-type: none"> <li>• A project manager with at least 10 years' experience in audit. Prior audit experiences in Comoros, Madagascar and Mozambique are highly preferred.</li> <li>• Prior experience in working with the World Bank financial management standards is an asset.</li> <li>• Full proficiency in a working language of the countries of operation (French or Portuguese) is required.</li> </ul>	2 days per week during 6 months
Environmental and Social Specialist	<ul style="list-style-type: none"> <li>• Qualified Environmental and Social specialist with 15 years' experience;</li> <li>• Ten years (10) years relevant experience in environmental and social risk management and supervision in infrastructure projects;</li> <li>• Have proven experience in leading multidisciplinary teams and/or team leader for externally financed projects, preferably in developing countries, including in Sub-Saharan Africa. He/she shall hold a recognized degree in the field of environmental and/or social science and be fully cognizant with World Bank ESF and National approach to ESIA and gender-related issues and experienced in managing and supervising E&amp;S risks and impacts stemming from development projects.</li> <li>• Fluent in written and spoken English and able to draft concise reports; good communication skills; excellent computer skills, working experience with project management systems are essential. Prior experience in Southern Africa Region or similar is desirable. Portuguese and French at working level is an advantage.</li> <li>• Prior experience in E&amp;S supervision in the form of Third-party monitoring would be highly desirable.</li> </ul>	2 days per week during 6 months
<b>TOTAL</b>		

## 7. OTHER REQUIREMENTS AND CONSIDERATIONS FOR SERVICES

### a. General Reporting Requirements

The Evaluation Team shall be expected to prepare and submit to REPAIR Management a set of key reports in the course of undertaking this assignment. These reports shall be presented to the stakeholders, reviewed and approved by the REPAIR Implementation Unit and World Bank before the final payment is processed. The following have been identified as key deliverables:

a. **Inception report:** This shall be prepared and submitted within **ONE week** after initiation of works. The Evaluation Team will prepare this after reviewing key technical documents and after discussion with REPAIR PIU. The inception report shall focus on: the understanding of the Terms of Reference and scope, the relevant methodology to be adopted, the evaluation design and key questions, and the work-plan for the assignment. The Evaluation Team must present the inception report to the stakeholders in the affected Country.

b. **Preliminary findings:** Preliminary findings should be drafted and compiled in a simplified progress report to provide comfort to the REPAIR PIU and other stakeholders of the progress made by the TPA on a biweekly basis.

c. **Draft of the evaluation report:** This shall be prepared and submitted to REPAIR, indicatively **SIX weeks** after initiation of works following the assigned engagement. The draft report will require feedback in the form of comments, questions and input from all stakeholders as indicated above.

d. **Final evaluation report:** This shall be prepared following the recommended outline (See appendix) and submitted to REPAIR on, or before the expiry of the assignment (indicatively **EIGHT weeks** after work initiation) after incorporating the comments/inputs from REPAIR and World Bank on the presented Draft Report. The report will be provided in electronic format (word and pdf versions).

All documents, correspondence, communications, reports, etc. related to the monitoring shall be submitted in English and translated in the country language for submission to in-country stakeholders (French and Portuguese).

All reports shall be submitted in English and in the language of countries for Client's comments and approval. Document translation through digital technologies is acceptable providing the TPA provide quality assurance on those documents prior to transmission.

### b. Tentative timing and planned implementation schedules

It is planned that the contract will be signed, started and completed as per the dates set out in the table below:

Table 4. Planned implementation schedule

Description	Contract signed	Start date	Completion date
Third -Party Monitoring of REPAIR	October 2025	October 2025.	<b><u>24 months:</u></b> October 31 2027

**c. Form of Contract for Consulting Services**

The Consultant will be selected per Quality and Cost Based Selection (QCBS)- method based on the Framework Contract set out in the World Bank’s “Procurement Regulations for IPF Borrowers- Procurement in Investment Projects Financing” of July 2016, revised September 2023 4th Edition.

**8. REPORTING ARRANGEMENTS**

The TPA will report directly to the Senior Programme Manager of the REPAIR PIU.