THE REVOLUTIONARY GOVERNMENT OF ZANZIBAR

MINISTRY OF WATER, ENERGY AND MINERALS

TERM OF REFERENCES FOR PROVISION OF CONSULTANCY SERVICES FOR ENGAGEMENT OF AN INDIVIDUAL CONSULTANT TO PROVIDE TECHNICAL EXPERT SERVICES IN WATER SUPPLY, SANITATION AND HYGIENE (WASH) SERVICES

April, 2026

1. Introduction

Zanzibar continues to face significant challenges in providing reliable water supply and sanitation services. The islands' daily water demand is estimated at approximately **278 million litres per day (MLD)**, while current supply meets only about **211 MLD**, resulting in a large service gap. Access to safely managed drinking water remains below national targets, and sanitation coverage uneven across urban, peri-urban, and rural areas. Sanitation facilities are predominantly on-site (pit latrines, septic tanks), with many households lacking handwashing and proper waste disposal facilities. These challenges are exacerbated by aging infrastructure, intermittent service delivery, rapid population growth, urbanization, and climate-related pressures such as saltwater intrusion and increased flooding. Addressing these complex challenges requires sustained technical capacity to guide planning, design, implementation, and monitoring of sustainable water supply and sanitation systems that are **equitable, climate-resilient, and cost-effective**, in alignment with international best practices and donor requirements.

The 2025 Zanzibar Water and Sanitation Policy provided for the establishment of a Sanitation Management Division under the Department of Water Development and Sanitation Management to provide oversight and management functions on water supply and sanitation in Zanzibar. Prior to that, sanitation was managed under the Municipalities without a sound policy or legal framework. Such a positioning led to minimal investments, technological advancements as well as dedicated capacity development efforts in sanitation. The water supply and sanitation division is at its infancy stage and requires dedicated capacity development initiatives to enable it deliver its mandate.

These constraints highlight the need for an embedded senior technical advisor to support capacity development efforts at the division of water supply and sanitation management in order to institutionalize and support evidence-based decision-making, prioritization of investments, and development of implementable, climate-resilient water supply and sanitation solutions.

2. Background

2.1 Water Supply Infrastructure

Zanzibar's water sector relies almost entirely on **groundwater resources**, which are under increasing pressure due to over-extraction, saltwater intrusion in coastal aquifers, and declining recharge rates. Distribution networks suffer from high **non-revenue water (>40 %)**, intermittent supply, and aging pipelines. Existing water treatment and storage facilities are insufficient to meet the growing demand, particularly in peri-urban and rural areas. The ongoing infrastructure upgrade initiative has not been matched with an equal measure of capacity development to manage such facilities.

2.2 Sanitation Infrastructure and Faecal Sludge Management

Access to safely managed sanitation in Zanzibar is currently estimated at approximately 20 percent, with significant disparities across urban, peri-urban, and rural areas. The majority of facilities are on-site systems, with 70 % of the combined sewer system discharging untreated effluent into the ocean or Bwawani swamp. Many on-site facilities are improperly used for domestic solid waste disposal, affecting the quality of septage. Collection, transportation, and treatment of **faecal sludge (FS)** are inadequate, particularly in peri-urban and rural areas, due to absence of handling sites, long haul distances, and low household affordability. There is currently no integrated framework for planning, regulating, and financing faecal sludge management services, resulting in fragmented service delivery and limited environmental and public health protection.

2.3 Stormwater Management and Climate Resilience

Urban stormwater and drainage systems are insufficient to manage flooding, a situation exacerbated by climate change and increased rainfall intensity. Settlements lacking drainage networks experience frequent flooding and overflowing of sanitation systems leading to contamination of both groundwater and reticulated water supply systems creating public health hazards.

2.4 Social Inclusion and Health Impacts

Low-income and marginalized communities are disproportionately affected by inadequate WASH services. Promoting **social inclusion** and equitable access to sanitation is therefore essential to build community resilience to climate change, disease outbreaks,

and future public health emergencies. Development interventions must integrate **community engagement, hygiene promotion, and capacity building**, alongside infrastructure improvements, to ensure sustainable outcomes.

2.5 Need for Technical Expertise

Given the complex technical, operational, and social challenges; and the apparent minimal technical capacity at the Division of Water Supply and Sanitation Management, the Ministry of Water, Energy and Minerals in Zanzibar requires the services of a **highly qualified technical expert** to support the Ministry in capacity development, planning, designing, implementing, and monitoring water supply and sanitation systems. The consultant will work together with the technical team at the Division of Water Supply and Sanitation Management to ensure solutions are **innovative, climate-resilient, cost-effective, and aligned with international standards**, while addressing gaps in coverage, efficiency, and environmental protection.

3. Objective of the Assignment

The objective of this assignment is to provide sustained, embedded technical advisory support over a period of 12 months (renewable) to the Ministry of Water, Energy and Minerals in Zanzibar to: (i) support prioritization and design of water supply and sanitation investments; (ii) strengthen sanitation and faecal sludge management systems; (iii) integrate climate resilience and social inclusion into WASH infrastructure planning; and (iv) build institutional capacity for improved service delivery and implementation.

The Consultant will serve as a **technical advisor and lead specialist**, providing guidance, analysis, and quality assurance to support Government-led planning, coordination, capacity development and implementation. Responsibility for physical implementation, procurement, and day-to-day operations shall remain with the relevant Government entities and service providers.

4. Specific Tasks of the Consultant.

To achieve the objective, the Technical Advisor shall carry out the following key tasks and advisory services:

1. Conduct a comprehensive assessment of sanitation services, including the full faecal sludge management (FSM) service chain (containment, emptying, transportation, treatment, reuse/disposal).
2. Undertake Citywide Inclusive Sanitation (CWIS) diagnostics, with particular focus on low-income and informal settlements.
3. Review existing policies, strategies, and regulatory frameworks related to sanitation and wastewater management, identifying key gaps and constraints.
4. Develop a **prioritized and costed sanitation and FSM investment roadmap**, including institutional arrangements, sequencing, and financing options.
5. Provide technical and legal input to support the drafting of the Water and Sanitation Act, ensuring adequate coverage of sanitation and FSM.
6. Provide targeted technical advisory support on water supply systems, including pumping schemes, storage, and distribution networks.
7. Advise on priority actions for reducing Non-Revenue Water (NRW) and improving system efficiency.
8. Assess water supply reliability and resilience, including drought risks and groundwater protection measures.
9. Provide guidance on operations and maintenance (O&M) improvements and performance benchmarking (advisory role only, not implementation).
10. Integrate climate risk considerations (e.g., flooding, saltwater intrusion, extreme rainfall) into sanitation and water system planning.
11. Facilitate stakeholder consultations at national and sector levels to validate findings and recommendations.
12. Develop and implement a capacity-building and knowledge transfer program for Ministry and utility staff.
13. Prepare and submit key reports, including inception, quarterly progress, draft final, and final reports.
14. Produce a comprehensive final report with practical, climate-resilient, and cost-effective recommendations.

5. Scope of Work / Key Tasks

The scope of work is structured under three integrated pillars as follows:

Pillar A: Sanitation & FSM System Strengthening (PRIMARY)

- Conduct CWIS diagnostics and sanitation service chain assessment.
- Review sanitation-related policies, regulatory frameworks, and institutional arrangements.
- Identify gaps in FSM services, particularly in underserved and informal areas.
- Develop a phased, costed FSM and sanitation investment plan.
- Provide technical support in drafting sanitation provisions within the new Water and Sanitation Act.

Pillar B: Water Supply & Service Sustainability (SECONDARY)

a) Review water supply policies, strategies, and investment plans.
b) Provide advisory support on NRW reduction and system efficiency improvements. Provide guidance on reducing non-revenue water, improving operations and maintenance, and enhancing reliability.
c) Develop a sector monitoring framework with clearly defined KPIs, including NRW reduction targets, coverage expansion benchmarks, and O&M performance indicators, to be reviewed at each quarterly reporting cycle.
d) Assess water supply infrastructure (distribution, storage, treatment) focusing on reliability and sustainability.
e) Advise on groundwater protection and drought risk management.

Pillar C: Climate Resilience, Inclusion & Institutional Capacity

- Integrate climate risk screening into WASH planning and infrastructure assessments.
- Conduct stakeholder engagement, ensuring inclusive and gender-sensitive participation.
- Undertake capacity needs assessment and develop a structured capacity-building plan.

- Provide on-the-job mentoring and develop practical tools, guidelines, and technical notes.
- Support institutional strengthening, including collaboration with other partners and stakeholders
- Work closely with research and academic institutions to identify potential areas of further research in water supply and sanitation in Zanzibar
- Provide technical support to the Ministry in its initial stages of establishing the Zanzibar Water Institute

6. Expected Output/Deliverables

The Consultant shall submit the following:

i. Inception Report (within 2 weeks of contract signing): outlining the consultant's understanding of the assignment, proposed workplan, stakeholder engagement approach, and baseline capacity assessment methodology

ii. Quarterly technical Report – soft and hard copy in every 3 months including detailed analysis and findings.

iii. Mid-Term Review Report (within 12 months): assessing progress against the workplan and KPIs, documenting emerging findings, and presenting results at a stakeholder workshop. The report should include a revised workplan for the second year if needed.

iv. Draft Final Technical and Implementation Report (20 months): prioritized, costed, and implementable recommendations.

v. Final Comprehensive Report (within 24 months): submitted to the Principal Secretary in PDF and MS Word format, consolidating all findings, recommendations, capacity development outcomes, and a sustainability roadmap for continued institutional strengthening beyond the assignment.

7. Methodology

The consultant is supposed to work in close consultation with a technical committee which will be composed of Senior Officers from the Department responsible for Water under the Ministry of Water, Energy and Mineral. Under this assignment, the Consultant is required to submit all the reports to the Principal Secretary Ministry of Water, Energy and Minerals. The consultant shall apply a practical, solution-oriented methodology

combining technical analysis, advisory support, and capacity building. Emphasis shall be placed on development of implementable solutions, rather than stand-alone studies.

The Consultant is expected to execute the assignment in the following manner:

i. Participatory approach includes conducting an initial meeting with the Ministry of Water, Energy and Minerals immediately after being awarded the contract to discuss the details of the assignment, modalities of the work and expected outcome.
ii. Use of and reference to case studies at national and regional level. This also entails consultation within and outside Zanzibar with relevant technocrats in the relevant thematic areas to encompass best practices with the view to meet national, regional and international standards.

8. Role of Client.

The Ministry of Water, Energy and Minerals in collaboration with Zanzibar Water Authority will provide the following input to the consultant to facilitate the assignment:

i. All relevant documents include; Zanzibar Constitution of 1984, Zanzibar Vision 2050, Zanzibar Water Investment Programme 2022-2027, Water and Sanitation Policy 2025, other relevant Policies, Laws, Regulations, Strategy, CCM 2025 - 2030 Manifesto, Studies, Reports and Researches.
ii. Organize all relevant meetings and appointments needed to support smooth running of the assignment.
iii. Provide a working space for the consultant
iv. Timely and reasonably comments on all products/reports of this assignment.
v. Act as Liaison with the responsible Ministry and other public institutions
vi. Review, give comments, approve reports submitted and make payments as per contract agreement;
vii. The selected consultant should consider all logistical costs associated with the performance of the task in his/her budget.

9. Counterpart Staff

The client shall second staff including Water and Sanitation Engineer or **on-the-job training and knowledge transfer**. The counterpart staff will be responsible to the consultant but shall not be accountable for the outputs that will be submitted to the client. The counterpart staff shall work under the technical guidance of the consultant to facilitate knowledge transfer and institutional capacity strengthening.

The client shall be responsible for the counterpart's staff's related costs during the whole period of the assignment and hence the consultant should consider such costs in the budgeting process.

10. Qualification and Experience of the Consultants

This assignment is for an Individual Consultant. Applications from firms or consortia will not be considered.

General qualifications for individual consultants

a. At least Master's Degree in Water Engineering, General Engineering, Hydrology, Environmental Engineering, or related field, with specialization in sanitation systems and faecal sludge management preferred.
b. At least 12 years of experience in water supply and sanitation projects, of which a minimum of 5 years must be in a senior technical advisory role.
c. Demonstrated experience with World Bank-financed projects, including familiarity with World Bank procurement and reporting requirements.
d. At least 2 assignments of a similar nature, with evidence of outputs delivered.
e. Knowledge of small islands or water-scarce WASH contexts required.
f. Experience providing long-term technical advisory support to government institutions.

11. Mode of payment

Payment of monthly fees shall be subject to **acceptance of monthly progress reports** against an agreed annual workplan, confirmed by the Client. The Client reserves the right to withhold or defer payment in the event of unsatisfactory performance.

12. Work Program

The consultant shall ensure that there is a participatory process during the entire consulting period. The process shall include relevant stakeholders such as the Ministry of Water, Energy and Minerals, President's Office, Finance and Planning, Ministries, Departments Agencies (MDAs), Zanzibar Water Authority, Zanzibar Utilities Regulatory Authority, Research Institutes, Tanzania Meteorological Authority, Non-state Actors (CBOs, NGOs, professional bodies and other key stakeholders. It is anticipated that the process will serve as a capacity development for the government staff. The assignment will be implemented in phases:

- Phase 1 (0–6 months): diagnostics and baseline assessments
- Phase 2 (6–18 months): strategy development, capacity building, operational support
- Phase 3 (18–24 months): consolidation, handover, and final recommendations

13. Assignment Duration

The assignment will be implemented under a one-year contract, renewable based on satisfactory performance and mutual agreement. The Consultant is expected to commence services within fourteen (14) days from the date of contract signing.

14. Reporting

The consultant will report to the Principal Secretary Ministry of Water, Energy and Minerals through the Director of Water Development and Sanitation Management

15. Confidentiality and Ethics

The consultant shall adhere to professional ethical standards and ensure confidentiality of all data and information obtained during the assignment.

16. Submission Address

During the entire period of the assignment, all the official reports and communications to the client shall be addressed to;

The Principal Secretary,
Ministry of Water, Energy and Minerals

P.O.BOX 1569,

Zanzibar.