

THE UNITED REPUBLIC OF TANZANIA

MINISTRY OF WORKS



TANZANIA TRANSPORT INTEGRATION PROJECT (TanTIP) -P165660

TERMS OF REFERENCE

FOR

**CONSULTANCY SERVICES FOR A FIRM FOR UNDERTAKING THE
DEVELOPMENT OF AN ENVIRONMENTAL AND SOCIAL RISK MANAGEMENT
SYSTEM (ESMS) FOR TANROADS UNDER TANZANIA TRANSPORT
INTEGRATION PROJECT**

AUGUST 2026

1.0 BACKGROUND AND RATIONALE

The Tanzania National Roads Agency (TANROADS) is an Executive Agency under the Ministry of Works, established under the Executive Agencies Act No. 30 of 1997. Its mandate is the management, development, and maintenance of the trunk and regional road network in mainland Tanzania. This network is critical for the country's economic development, social cohesion, and regional integration.

In recent years, Tanzania has experienced significant growth in infrastructure investment, with a substantial portion directed towards the expansion and upgrading of its road network. Many of these projects are financed by the Government of Tanzania in partnership with Development Partners (DPs) such as the World Bank (WB), the African Development Bank (AfDB), and others. These financing institutions have robust environmental and social (E&S) safeguard policies and frameworks (e.g., the World Bank's Environmental and Social Framework - ESF; AfDB's Integrated Safeguards System - ISS) that must be adhered to throughout the project lifecycle.

Currently, TANROADS manages E&S risks primarily on a project-by-project basis, often in response to lender-specific requirements. This approach, while compliant for individual projects, lacks a cohesive, institutionalized system for proactively managing E&S risks across the agency's entire portfolio. This can lead to inefficiencies, inconsistent application of standards, reputational risks, and missed opportunities for enhancing sustainable development outcomes. The absence of a corporate-level system makes it challenging to monitor cumulative impacts, build institutional memory, and systematically strengthen internal capacity.

Recognizing these challenges, TANROADS is committed to enhancing its E&S performance by moving towards a more systematic and integrated approach. The establishment of a corporate Environmental and Social Risk Management System (ESMS) is a strategic priority. An ESMS will provide a structured framework of policies, procedures, tools, and institutional capacity to identify, assess, manage, and monitor E&S risks and impacts consistently across all its operations, from early-stage planning to construction, operation, and maintenance. This will not only ensure compliance with national legislation, such as the Environmental Management Act (EMA, 2004), but also align TANROADS' operations with international best practices and the requirements of its financing partners.

Therefore, TANROADS seeks to engage a qualified and experienced consulting firm ("the Consultant") to provide technical assistance in the design, development, and initial operationalization of a comprehensive ESRMS tailored to its specific context and mandate.

Consultancy Data sheet:

Project Title:	Consultancy Services for the Establishment of an Environmental and Social Risk Management System (ESMS) for TANROADS
Client:	Tanzania National Roads Agency (TANROADS)
Duty Station:	Dar es Salaam, Tanzania, with required travel to regional offices and project sites within the United Republic of Tanzania.
Duration of Assignment:	Six (6) calendar months from the date of contract signing.
Financier	WB under TANTIP Project

2.0 OBJECTIVES OF THE CONSULTANCY

2.1 Overall Objective

The overall objective of this consultancy is to design, develop, and support the initial implementation of a robust, comprehensive, and fit-for-purpose Environmental and Social Management System (ESMS) for TANROADS. This system will enable the agency to manage E&S risks and impacts systematically and effectively across all its activities, ensuring compliance with national regulations and alignment with international best practices.

2.2 Specific Objectives

The specific objectives of the assignment are to:

- i. Conduct a comprehensive diagnostic review and gap analysis of TANROADS' existing E&S management policies, procedures, institutional capacity, and practices against Tanzanian legal requirements and the standards of key international financing institutions (IFIs);
- ii. Develop a high-level corporate Environmental and Social (E&S) Policy Statement that articulates TANROADS' commitment to sustainable development and responsible infrastructure delivery;

- iii. Design a detailed ESMS framework, including a complete set of operational procedures, tools, guidelines, and templates for managing the entire E&S risk lifecycle (from screening and assessment to monitoring and closure);
- iv. Propose appropriate institutional arrangements, including clear roles, responsibilities, and reporting lines, to ensure effective implementation and governance of the ESMS at corporate, regional, and project levels;
- v. Develop a comprehensive, multi-year capacity-building and training plan to equip TANROADS staff with the necessary skills and knowledge to implement the ESMS, and to conduct initial Training of Trainers (ToT) sessions; and
- vi. Develop a phased, costed, and time-bound Implementation Roadmap for the full rollout and operationalization of the ESMS across TANROADS.

3.0 SCOPE OF WORK

The Consultant's work shall be structured into the following four distinct but interconnected phases. The Consultant is expected to work in close collaboration with a designated TANROADS Counterpart Team throughout the assignment.

Phase 1: Inception and Diagnostic Assessment (Approx. 1 Months)

- **Task 1.1: Inception and Work Planning.** The Consultant shall commence the assignment with a kick-off meeting with TANROADS management and the Counterpart Team. Following this, an Inception Report will be prepared, detailing the Consultant's plan to achieve the objectives of the assignment including a detailed methodology, a risk assessment, a stakeholder engagement plan, and a detailed work plan.
- **Task 1.2: Comprehensive Document Review.** The Consultant shall undertake a thorough review of all relevant documentation, including:
 - i. TANROADS' legal and institutional framework;
 - ii. National laws and regulations (e.g., EMA 2004, Land Act 1999, Occupational Health and Safety Act 2003);
 - iii. Review WB and other DPs (e.g., World Bank ESF, AfDB ISS, IFC Performance Standards) on E&S Safeguards requirements in relation to the objectives of the Consultancy services;
 - iv. Existing TANROADS policies, manuals, and operational guidelines related to planning, design, procurement, and supervision;

- v. A sample of past and ongoing project E&S documents (ESIAs, ESMPs, RAPs, audit reports);
 - vi. A sample of current monitoring checklists, guidelines, documentation or best practices for monitoring the ESMPs and other related subplans during projects implementation; and
 - vii. Review the project cycles in relation to environmental and social aspects during design, implementation supervision and monitoring during construction, operation and maintenance phases.
- **Task 1.3: Institutional and Stakeholder Analysis.** The Consultant shall conduct structured interviews and focus group discussions with key internal stakeholders at TANROADS headquarters, selected regional offices, and project sites. External stakeholders to be consulted include the National Environment Management Council (NEMC), Ministry of Lands, Ministry of Works, OSHA, and key Development Partners.
 - **Task 1.4: Gap Analysis.** Based on the above tasks, the Consultant shall perform and present a detailed gap analysis, systematically comparing TANROADS' current state against the requirements of national law and international best practices. The analysis will identify key weaknesses, gaps, and areas for improvement in policy, procedures, and capacity. The findings will finally be presented in a Diagnostic and Gap Analysis Report.

Phase 2: ESRMS Design and Development (Approx. 2 Months)

- **Task 2.1: Development of Corporate E&S Policy.** The Consultant shall draft a clear and concise corporate E&S Policy Statement for adoption by TANROADS' management. This policy will set the foundation for the ESRMS.
- **Task 2.2: Design of the ESMS Architecture.** This is the core technical task. The Consultant will design and document the full set of procedures and tools for the ESMS, which must include, but not be limited to:
 - i. **E&S Risk Screening and Categorization:** A procedure and tool (e.g., checklist, matrix) for early-stage screening of all projects to determine the level of E&S risk and the required level of assessment.
 - ii. **E&S Assessment and Management Planning:** Standardized procedures for commissioning, reviewing, and approving E&S assessments (ESIA, SESA, etc.) and management plans (ESMP, RAP, Biodiversity Action Plan, etc.).

- iii. **Contractor E&S Management:** Standard E&S clauses for inclusion in bidding documents and contracts; procedures for excluding contractors with non-compliance records with TANROADS and/or other clients, procedures for reviewing bids and provide E&S technical scoring during the bidding period, procedures for reviewing and approving Contractor-ESMPs (C-ESMPs); and protocols for supervision and taking contract remedies for non-compliances according to their severity.
- iv. **Stakeholder Engagement Framework:** A corporate framework for stakeholder identification, analysis, and engagement planning, including specific guidance on engaging with vulnerable groups.
- v. **Grievance Redress Mechanism (GRM):** Design of a multi-tiered GRM accessible to project-affected persons and workers, with clear procedures for receiving, processing, and resolving complaints. The GRM shall include confidential, survivor-centered, and SEA/SH-sensitive channels, clear referral pathways to appropriate service providers, protections against retaliation, and protocols aligned with good international practice for handling Sexual Exploitation and Abuse and Sexual Harassment (SEA/SH) complaints.
- vi. **E&S Monitoring and Reporting:** A framework with defined Key Performance Indicators (KPIs), monitoring protocols, and standardized templates for internal and external E&S performance reporting. The Framework should be based on an ITS platform.
- vii. **Emergency Preparedness and Response:** Procedures for managing E&S incidents, accidents, and emergencies.
 - **Task 2.3: Development of an ESMS Operations Manual.** The Consultant shall compile all policies, procedures, tools, and templates into a comprehensive, user-friendly ESMS Operations Manual. The manual should be practical and provide clear, step-by-step guidance for TANROADS staff.

Phase 3: Institutional Arrangements and Capacity Building (Approx. 2 Months)

- **Task 3.1: Institutional Strengthening Plan.** The Consultant shall propose a revised or new organizational structure for E&S management within TANROADS. This will include defining the mandate, functions, and staffing of a central E&S Unit and clarifying the E&S roles and responsibilities of staff in other departments (e.g., Planning, Design, Procurement, Supervision) and at the regional level. Job descriptions for key E&S positions will be drafted.

- **Task 3.2: Capacity Building and Training Plan.** The Consultant shall develop a detailed, multi-year training needs assessment and a corresponding capacity-building plan. The plan should target different staff levels and functions and cover topics such as the new ESMS procedures, national E&S laws, and IFI standards.
- **Task 3.3: Delivery of Pilot Training.** The Consultant shall design training modules for the new ESMS and deliver a pilot "Training of Trainers" (ToT) workshop for a core group of TANROADS staff who will champion the ESMS and lead future training efforts.

Phase 4: Implementation Roadmap and Finalization (Approx. 1 Month)

- **Task 4.1: Development of an Implementation Roadmap.** The Consultant shall develop a strategic, phased roadmap for the agency-wide rollout of the ESMS. The roadmap must include a realistic timeline, key milestones, resource requirements (human and financial), and a change management strategy.
- **Task 4.2: ESMS Monitoring and Evaluation (M&E) Framework.** The Consultant will develop an M&E framework specifically to track the performance and effectiveness of the ESMS itself over time, supported by ITS platform.
- **Task 4.3: Validation Workshop and Finalization.** The Consultant shall present all draft deliverables at a final validation workshop for key stakeholders. Based on the feedback received, the Consultant will finalize all documents and submit them to TANROADS for final approval.

4.0 DURATION OF THE ASSIGNMENT

The total duration for this assignment is estimated to be six (6) calendar months. The Consultant is expected to commence work no later than May 2026.

5.0 DELIVERABLES AND REPORTING SCHEDULE

The Consultant shall submit all deliverables in English, in both hard copy (3 copies) and editable electronic format (MS Word, Excel, ITS application etc.). The key deliverables and tentative schedule are as follows:

Deliverable	Content Summary	Tentative Time
D1: Inception Report	Refined methodology, detailed work plan, risk assessment, and stakeholder engagement plan.	30 days from signing of Contract
D2: Diagnostic	Comprehensive assessment of current	60 days from

and Gap Analysis Report	practices, stakeholder analysis, and detailed gap analysis against national and international standards.	signing of Contract
D3: Draft Corporate E&S Policy and ESMS Framework Document	Draft E&S Policy Statement and a document outlining the proposed architecture and key components of the ESMS.	90 days from signing of Contract
D4: Draft ESMS Operations Manual	Complete draft ESMS manual in hard copy and present in soft system form with all procedures, tools, and templates for review by TANROADS and other stakeholders with possible of undertaking presentation.	120 days from signing of Contract
D5: Final ESMS Operations Manual	Complete final ESMS operational manual in (Hard copy and soft System form) with all procedures, tools, and templates for review by TANROADS. The final ESMS shall incorporate all raised comments from stakeholder's validation workshop.	150 days from signing of Contract
D6: Institutional Strengthening and Capacity Building Plan	Delivery of Pilot Training and ToT Workshop Report, and ESMS Capacity-Building Capacity Building and Training Plan	160 days from signing of Contract
D7: Draft Implementation Roadmap	Phased, costed, and time-bound plan for ESMS rollout.	180 days from signing of Contract
D8: Final Consolidated Deliverables	Final, approved versions of all deliverables (D1, D2, D3, D4, D5, D6, D7, D8) incorporating feedback from the validation workshop. Includes a Final Consultancy Report summarizing the assignment's process, findings, and recommendations.	180 days from signing of Contract

6.0 QUALIFICATIONS AND EXPERIENCE OF THE CONSULTANT

The Development of an Environmental and Social Risk Management System (ESMS) assignment will be undertaken by a competent Consulting firm, which has sufficient knowledge and experience on National environmental and Social legal requirement and World Bank's safeguards management aspects including trained on ESF and certification.

The firm must have necessary Development of an Environmental and Social Risk Management System skills, experience as well as in-depth knowledge of the environmental and social aspects on the road sector.

The consultancy will be carried out by a reputable consulting firm with a proven track record in similar assignments. The proposed team of key experts must possess the qualifications and experience outlined below.

6.1 The Consulting Firm

- i. At least ten (10) years of international experience in providing advisory services on environmental and social risk management;
- ii. Demonstrable experience in developing and implementing ESMS or similar E&S management systems for 3 (Three) large public sector agencies or private corporations, preferably in the infrastructure sector (roads, energy, transport);
- iii. Proven track record of successfully completing at least three (3) similar assignments in the last seven (7) years;
- iv. In-depth knowledge of the E&S standards of the World Bank and IFC; and
- v. Experience working in Sub-Saharan Africa is required; experience in Tanzania is a strong asset.

6.2 Key Firm Personnel

The Consulting firm services shall be carried out under supervision of *Team Leader / Senior E&S Management Specialist* together with other relevant *Environmental Specialist, Social Development Specialist and Information Technology Systems Specialist* whose duties/responsibilities and qualifications are indicated below:

(i) Team Leader / Senior E&S Management Specialist

- a) A postgraduate degree (Master's or higher) in Environmental Management, Environmental Engineering, Social Sciences, or a related field;
- b) A minimum of ten (10) years of professional experience in E&S impact assessment and management for large-scale infrastructure projects;
- c) Proven experience as a Team Leader on at four (4) similar assignments involving the development of corporate E&S management systems in development sectors;
- d) She/he must be having knowledge of IFI safeguard policies (WB ESF, AfDB ISS, IFC PS);
- e) She/he must have training experience and track record on Training Needs Assessment and providing TOTs;
- f) She/he must have at least 3 years working experience in sub-Saharan Africa; and
- g) She/he must be fluently in speaking English language.

(ii) Environmental Specialist

- a) A university degree (Master's preferred) in Environmental Science, Environmental Engineering, or a related discipline;
- b) A minimum of eight (8) years of experience in conducting ESIAs, environmental audits, and managing environmental issues (e.g., pollution, waste, biodiversity) in the road or construction sector;
- c) She/he must have experience of being involved as environmental specialist in at least two (2) similar assignments for development of corporate E&S management systems;
- d) She/he must be having thorough knowledge of Tanzanian environmental legislation and institutional framework (NEMC, EMA);
- e) She/he must have at least 3 years working experience in sub-Saharan Africa; and
- f) She/he must be fluently in speaking English and Swahili language.

(iii) Social Development Specialist

- a) A university degree (Master's preferred) in Sociology, Anthropology, Development Studies, or a related social science;
- b) A minimum of eight (8) years of experience in social impact assessment, involuntary resettlement (RAP design and implementation), stakeholder engagement, labor management, and gender issues;
- c) She/he must have experience of being involved as sociologist in at least two (2) similar assignments for development of corporate E&S management systems;
- d) She/he must have at least 3 years working experience in sub-Saharan Africa; and
- e) She/he must be fluently in speaking English and Swahili language.

(iv) Information Technology Systems Specialist

- a) A university degree (Master's preferred) in IT science or engineering;
- b) A minimum of six (6) years of experience in building ITS preferably for monitoring ESMS performance;
- c) Familiarity with Tanzanian ITS standards and requirements;
- d) She/he must have experience of being involved as IT in at least two (2) similar assignments for development of corporate E&S management systems in development sector;
- e) She/he must have at least 3 years working experience in sub-Saharan Africa; and
- f) She/he must be fluently in speaking English and Swahili language.

The consulting firm may wish to add any support staff to support delivering of the Consultancy services as per TOR.

7.0 STAFF INPUTS

The Consultancy Services will be provided over an estimated period of 6 months from commencement date of services with an estimated level of services of about **10.75** Staff -months as indicated in the Table below:

S/N	Key Staff	Staff-Months
1	Team Leader / Senior E&S Management Specialist	3.75
2	Environmental Specialist	2.0
3	Social Development Specialist	2.0
4	Information Technology Systems Specialist	1.5
	Total Staff -Months	10.75

Interested consulting firms are invited to submit a comprehensive proposal in two separate sealed envelopes: one Technical and one Financial.

8.0 TIMEFRAME

The following timeframe/schedule (in months) shall be observed in carrying out the assignment and deliverables shall be submitted not later than the date shown below;

Signing/effective date of the contract/ commencement of services	M
Submission of Inception Report	30 days
Submission of Draft ESMS Report	M+2.5
Submission of Draft Final ESMS Report	M+4.5
Final ESMS Report	M+5.0

9.0 PAYMENT TO THE CONSULTANT.

The **ESMS Consultant** shall quote the cost of its staff and other costs as deem to be required the whole assignment. The Consultant shall summarize the total costs to be incurred for.

9.1 The costs shall be quoted to cover the Development of an Environmental and Social Risk Management System (ESMS):

- i. Remuneration, subsistence and Reimbursable;
- ii. Transportation to project site;

- iii. Cost of production and printing reports including secretarial expenses;
- iv. Local travel expenses;
- v. Office expenses; and
- vi. Residential accommodation for personnel;

The adjustment shall apply the following formula and National Consumer Price Indices (NCPI) published by National Bureau of Statistics of Tanzania:

where,

- R = Adjusted remuneration;
- Ro = Agreed remuneration rate;
- I = Current index for the adjustment month; and
- Io = Base index for the month of the date of the Contract

Payments will be made for undertaking the assignments described in these Terms of Reference to cover fees for proposed agreed professional fees and reimbursable.

9.2 Payments will be made for undertaking the assignment described in this Terms of Reference to cover remuneration and reimbursable costs.

9.3 Payment will be made in Lump sum according to the schedule below:

- i. **20% of the accepted Contract Amount shall** be paid upon submission of acceptable **ESMS** Inception Report (3 hard copies).
- ii. **35% of the accepted Contract Amount** shall be paid upon submission of acceptable Draft **ESMS** Reports (3 hard copies);
- iii. **25% of the accepted Contract Amount** shall be paid upon submission of acceptable Draft Final of **ESMS** Reports (3 hard copies); and
- iv. **20% of the accepted Contract Amount** shall be paid upon submission of acceptable Final **ESMS** Reports (3 hard copies).

9.4 The fees will remain fixed for the duration of the Contract.

10.0 OBLIGATIONS OF THE CLIENT

The Client shall provide the **ESMS Consulting Firm** with introductory letter to the site and stakeholders on site, copies of the previous and existing project studies, available project data and performance reports available and considered relevant to the execution of the Consultant's services.

10.1 The Client shall facilitate liaison with other institutions in order to facilitate smooth undertaking of the Consultancy services. The Consultant shall be fully responsible for project data collection and information gathering including that from relevant stakeholders along the project road and other agencies, undertaking the assignment in close follow up with E&S staff.

11.0 CONFIDENTIALITY

All documents, reports, and information related to this assignment shall be treated as confidential and shall not be disclosed to any third party without the prior written consent of TANROADS. All deliverable produced under this consultancy will be the sole property of TANROADS.

12.0 PENALTIES FOR LATE SUBMISSION OF DELIVERABLES OR NON-COMPLIANCE WITH TOR REQUIREMENTS

If the Consultant fails to submit deliverable within the agreed timelines or if the deliverable does not comply with the requirements outlined in these TOR, the Client reserves the right to impose penalties,

- a) If the Consultant fails to submit deliverable within the agreed timelines or if the deliverable does not comply with the requirements outlined in these TOR, the Client reserves the right to impose penalties,
- b) The penalties shall be calculated as follows:
 - i. **Late Submission:** A deduction of **1% of the total payment per deliverable per week** of delay, up to a maximum of 10% of the contract amount;
 - ii. **Non-Compliance with TOR Requirements:** A penalty of up to **5% of the accepted contract amount per occurrence** for failure to meet the quality standards or specifications outlined in the TOR,
 - iii. The Consultant shall be given written notice of any identified deficiencies or delays and provided a reasonable period to rectify them before penalties are applied,
 - iv. Repeated non-compliance or excessive delays (exceeding four weeks) may result in contract termination as per the terms and conditions of the agreement, and

- v. The imposition of penalties does not absolve the Consultant of their obligation to complete the deliverable as per the agreed timelines and standards.