

TERMS OF REFERENCE AND TECHNICAL SPECIFICATIONS

1. General information

Assignment name	Strengthening the Capacity of the National Water Commission (NWC) in the Conceptualization, Planning, and Management of Public-Private Partnership (PPP) Projects
Beneficiary	National Water Commission (NWC)
Country	Jamaica
Total estimated number of days	120 days

2. Context and justification of the need

2.1. Expertise France

Expertise France (EF) is a public agency and the inter-ministerial actor in international technical cooperation, subsidiary of the Agence Française de Développement Group (AFD Group). As the second largest agency in Europe, it designs and implements projects that sustainably strengthen public policies in developing and emerging countries. Governance, security, climate, health, education... It operates in key areas of development and contributes alongside its partners to the implementation of the Sustainable Development Goals (SDGs). For a world in common.

For more information: www.expertisefrance.fr

2.2. The Euroclima programme

Euroclima is the European Union's (EU) flagship cooperation programme on environmental sustainability and climate change in Latin America and the Caribbean (LAC). It aims to contribute to the LAC region's green transition, through efforts to mitigate and adapt to climate change and to protect and conserve biological diversity. Two main outcomes are expected:

- The enabling environment for a green transition (integrated policies, legal frameworks, sector plans and financial instruments) will be strengthened, in line with climate, biodiversity and circular economy objectives.
- Transformative approaches in key areas for the green transition will be developed, demonstrated and scaled up through the mobilization of public and private funding.

Euroclima contributes to the implementation of the Global Gateway Investment Agenda in the region. Global Gateway is the EU's offer to bridge the infrastructure investment gap by using public financing to leverage private capital and investment for projects that contribute to the green and digital twin

transition. In the Caribbean region, Euroclima is funded by the European Commission, for a 5-year period, and is implemented by EU Member States agencies or MSAs (AECID, Expertise France, FIIAPP, GIZ) and the UN (ECLAC, UNDP, UN Environment). The programme forms part of the regional Team Europe Initiatives "Latin America and Caribbean Green Transition" and "A Partnership for a Caribbean Green Deal".

Through Euroclima, the EU has initiated Country Dialogues to enhance its role in defining cooperation priorities. The Country Dialogue is conducted with the key institutions for climate action in each country, which allows for the alignment of the program's strategies with nationally established priorities to ensure cohesion and synergies with other activities. In consultation and coordination with the country and under the leadership of the National Focal Point (NFP), the programme supports the design of the Dialogue process on a case-by-case basis.

For more information: <https://www.euroclima.org/>

2.3. The Euroclima programme in Jamaica

The Global Gateway Investment Agenda (GGIA) is driving transformative action in Jamaica across climate, energy, transport, digital infrastructure, and regional cooperation. Aligned with the EU's commitment to sustainability and resilience, these initiatives directly support Jamaica's Vision 2030, fostering economic growth, strengthening climate adaptation, improving disaster risk management, and enhancing citizen security. The Euroclima Country Action Plan (CAP), approved on January 28th of 2025, aims to accelerate a green transition and embed long-term sustainability. Actions are targeting key sectors, focusing on urban green transition, waste management, water security, port sustainability, and renewable energy.

These actions align with the EU Multi-Annual Indicative Programme (2021-2027) and complement broader initiatives like the World Bank's Kingston Waterfront Improvement Project and regional waste management strategies. Adaptive management strategies are also being implemented to respond effectively to evolving environmental and socio-economic conditions. Through strategic partnerships, innovative financing, and decisive action, Jamaica is making tangible progress toward a climate-resilient economy, modernized infrastructure, and a sustainable future for all its citizens.

2.4. Background of the action

In the framework of the Euroclima Country action plan in Jamaica, Expertise France is in charge of the implementation of the "*Action 3: Water: Support the capacities of the NWC*". This Action aims to strengthen the National Water Commission's (NWC) capacity to conceptualize, plan, and manage Public-Private Partnership (PPP) projects effectively. This will be achieved by improving the NWC's technical capacity to identify, design, and launch PPP projects, as well as enhancing its ability to monitor and evaluate these projects. The action also aims to establish internal guidelines and tools for managing the entire PPP project lifecycle, aligned with international best practices.

2.4.1. PPP context in Jamaica¹

Since the approval of its **Public-Private Partnership (PPP) Policy** in 2012, the Government of Jamaica has committed to leveraging private sector participation in public service delivery and infrastructure development. The policy was designed as an extension of the Government's broader privatisation framework, which aims to allow the state to refocus on its core functions while enabling private entities to contribute more actively to the country's economic development. This is especially important in infrastructure and services where efficiency, innovation, and capital investment are critical.

The Jamaican PPP Policy sets out clear principles and structured processes for identifying, developing, and implementing PPP projects. These include arrangements where existing public assets are operated under private concessions or where public services are contracted out, transferring significant operational and financial risks to private parties. Over time, the policy has evolved—most notably with a revision in March 2023—drawing on lessons learned to improve its effectiveness and efficiency.

PPPs in Jamaica are seen not only as a procurement strategy but also as a tool for economic growth. The Government places great importance on asset mobilization, aiming to unlock underutilized resources across sectors. Through PPPs, it seeks to encourage innovation in service delivery, ensure better value for money than conventional procurement, and attract private financing, all while managing fiscal exposure carefully.

The policy is built on guiding principles such as optimal risk transfer, value for money, fiscal responsibility, and transparency. Projects must pass rigorous evaluations on viability, commercial appeal, and alignment with the country's economic priorities.

A **structured four-stage lifecycle** governs the PPP process: project identification, business case development, transaction execution, and contract management. At each stage, projects are reviewed by DBJ, MOFPPS PPP Units and PIAB and approved by the Cabinet based on four key criteria:

- Project viability – Effectiveness in meeting government objectives, technical and legal feasibility, environmental compliance, social sustainability, and economic viability.
- Value for money – Greater net benefit compared to conventional public procurement.
- Marketability – Availability of qualified private partners and commercial viability.
- Fiscal responsibility – Alignment with fiscal priorities and manageable government risk exposure.

Exceptional cases allow for unsolicited proposals, though these must follow strict guidelines to maintain fairness and competitiveness.

Jamaica's PPP institutional structure involves both strategic oversight and operational management. At the strategic level, oversight is provided by the Cabinet, supported by the Public Investment Management Committee (PIMC) and its Secretariat (PIAB). Operational responsibilities are shared between the PPP Units within the Development Bank of Jamaica (DBJ) and the Ministry of Finance and

¹ Shaping New Partnerships For National Development "Policy and Institutional Framework for the Implementation of a Public-Private Partnership Programme for the Government of Jamaica: "The PPP Policy"" accessible here: <https://ran-s3.s3.amazonaws.com/dbankjm.com/wp-content/uploads/2021/12/17164651/Updated-Policy-Institutional-Framework-for-the-implementation-a-Public-Private-Partnership-Programme-March-2023-1.pdf>

the Public Service (MOFPS). Line ministries and agencies form dedicated teams—enterprise, project, and contract management teams—to support specific PPPs.

A number of key institutions play key roles in this framework:

- The Ministry of Finance and the Public Service (MOFPS) houses a PPP Unit that assesses the financial impacts and value-for-money of PPP projects.
- Supporting this process is the Public Investment Appraisal Branch (PIAB), which handles the technical appraisal of all public investment projects, ensuring they align with Jamaica's investment priorities.
- The Development Bank of Jamaica (DBJ) is central to PPP implementation. It is tasked with developing business cases, managing transactions, and providing transaction management support throughout the PPP lifecycle. The DBJ's PPP Unit ensures that every project which the Government has identified and approved for development as a PPP is developed/structured, evaluated, and implemented through a uniform and consistent process. The DBJ PPP Unit assesses the marketability and viability of all PPP projects. Finally, the National Environment and Planning Agency (NEPA) ensures that environmental considerations are fully integrated into PPP projects. NEPA is responsible for natural resource management, spatial planning, and environmental permitting, playing a critical role in sustainable infrastructure development.

Although the Government of Jamaica has established a solid institutional framework for PPPs, sector-specific agencies like the NWC are expected to play a lead role in identifying, shaping, and managing these partnerships.

2.4.2. PPP in the water sector in Jamaica

NWC plays a central role in delivering essential water and wastewater services across the country, and it is entering a pivotal phase in its evolution as Jamaica increasingly turns to public-private partnerships (PPPs) to meet critical water infrastructure needs. While the NWC has a strong track record in water and wastewater service delivery, its institutional capacity to lead and manage PPPs remains limited.

This need became particularly clear with the Rio Cobre Water Treatment Plant, the first major PPP in Jamaica's water sector with its financial close officially signed in December 2024. This project is a collaboration between NWC and Rio Cobre Water Limited, a special purpose vehicle formed by Vinci Construction Grands Projects and Capital Infrastructure Group, co-managed by Pan Jamaica Group and Eppley Limited. The project is also supported by key development finance institutions, including Proparco and IDB Invest.

The Government of Jamaica has identified several additional water sector projects that could follow a similar PPP model. As the pipeline of PPP opportunities grows, strengthening the NWC's PPP capacity is a strategic investment.

Priority Areas and Projects	Project Proponents	Indicative Budget
Facilitate mobilization of climate financing for capital/infrastructure projects for mitigation in the water, transportation, and energy sectors.		
Rio Cobre Water Treatment Plant at Content, St. Catherine.	NWC	US\$92.0 M
Ferry Springs Water Supply Improvement Project—KSA.	NWC	US\$30.0M
Negril Water Supply Improvement Project, “Roaring River Water Treatment Plant upgrade and expansion”, Roaring River, Westmoreland.	NWC	US\$101.0 M
Negril Wastewater Treatment Plant Construction—Negril Spot/Retreat, Westmoreland.	NWC	US\$ 50.0M
Support the engagement of the private sector in projects for mitigation		
Support for the expansion of the Central Wastewater Treatment Company (CWTC) 75,000 m ³ /day Soapberry Waste-water Treatment Plant.	NWC	US\$115.0 M

3. Objectives and expected results

3.1. General objective

The objective of the assignment is to strengthen the capacities of the National Water Commission (NWC) to successfully conceptualize, plan, manage and monitor Public-Private Partnership (PPP) projects in alignment with the Public Investment Appraisal Branch (PIAB) prerequisites, GOJ’s PPP Policy and other government requirements.

3.2. Specific objectives

The specific objectives of the assignment are:

- Improved technical capacity of the NWC team to identify, design, and launch PPP projects in the water utility sector².
- Strengthen NWC’s capacity to manage and oversee PPPs across their lifecycle.
- Established internal guidelines and tools for PPP project lifecycle management, aligned with international best practices.
- Develop a knowledge base of best practices for PPP project preparation

3.3. Anticipated results

The anticipated results of the assignment³ are:

- NWC will have developed a clear, streamlined methodology for identifying and prioritizing, PPP projects in the water utility sector, in alignment with the PPP policy and PIAB/DBJ/MOF prerequisites.
- NWC staff will be equipped with the necessary skills and tools to appraise and manage PPP projects from conceptualization through to implementation and procurement, with emphasis on the project identification and Preparation stage. Some of these will include but not limited

² It should be applicable also for: Water, Sewerage System and Renewable/Solar Energy Projects.

³ with the technical assistance and guidance of the Expert

to the key parameters for i.e. Value for Money Analysis (VfM), Commercial feasibility, Financial Viability etc.)

- NWC will have a practical and effective monitoring and evaluation system in place, particularly for ongoing projects such as the Rio Cobre PPP, ensuring better long-term project performance monitoring and sustainability.
- A knowledge base of best practices and international case studies will be developed.

This assignment is designed around a "learning-by-doing" approach, ensuring that NWC staff gain practical, hands-on experience throughout the capacity-building (mentorship) process. The consultant will co-build the tools, studies, training and training manuals/literatures with the NWC team taking into account previous experience on PPP by NWC. Each tool will be accompanying with user guide/note.

4. Description of the assignment

4.1. Planned activities

4.1.1. Phase 0: Inception

- A kick-off meeting shall be held at the start of the assignment, at the latest two weeks after the contract signature. The meeting will gather relevant representatives from the service provider, NWC, Expertise France, the EUD, the National focal point, MOFPS, PIAB, and DBJ, in order to align on expectations, review the proposed methodology and validate the initial work plan.
- Two weeks after this meeting, an inception report will be produced by the service provider. The inception report is to remain internal. It shall provide a revised and consolidated version of the methodology and work plan/scope of works, risk/threats, along with a detailed schedule, capacity of and resources required, based on the kick-off meeting. The minutes of the kick-off meeting shall be provided as an appendix to the inception report.

Deliverable: Inception report (including kick-off meeting minutes)

4.1.2. Phase 1: support for the analysis of the NWC pipelines for PPP "investment" projects

- In this phase, the consultant will support the NWC in establishing a robust methodology to identify, select, and prioritize investment projects that may be structured as PPP ⁴.
- The Consulting Team will indicate/request of the data and information required to undertake the development of the Appraisal Tools and or Framework for the respective PPP Projects (structured by sub-sectors i.e. Water Treatment Plant, Sewerage Plant and Renewable/Solar Energy Power Plant)
- The team will review and, if necessary, give recommendation of possible amendments to the PIAB Project Concept and Proposal Summary Forms to align with PPP requirements.

⁴ This methodology will be a sectoral application of PPP planning methodology described in the PPP Policy and in DBJ and MOF/PPP unit models. The technical assistance can also propose an updating to those existing methodologies.

- The team will then review the NWC PPP pipeline of Projects (i.e. Water Sewerage & Renewable Energy) accordingly, and give support to the filling of some of the concept notes (for example 10 max)
- This planning methodology will then be applied to existing and potential projects in NWC's portfolio to produce a first iteration of a PPP pipeline of potentially investable projects.

Deliverables:

- Planning methodology for PPP project identification and prioritization.
- Recommendation of amendment to project documentation templates (PIAB forms, etc.).
- Collection and fill-in of concept notes data of the NWC PPP potential pipeline.
- If feasible, preliminary list of potentially investable PPP projects.

4.1.3. Phase 2: support for the development of standardized tools

- The consultant will provide a diagnosis of the existing tools used by NWC, indicating their degree of maturity: ready, to be revised, missing tools.
- The consultant will support the NWC team in developing a suite of standardized decision-support tools:
 - A Multi-Criteria Analysis (MCA) tool for initial screening and prioritization of PPP opportunities based on technical, financial, commercial, environmental, and social criteria. The multi-criteria analysis does not consist in carrying out studies but will aim to evaluate the project on the basis of the concept note and the first available studies carried out by the project owners.
 - A water, sewerage, and Renewable/Solar Energy PPP database containing best practices in project preparation enabling the NWC to "challenge" private sector proposals and use appropriate data and volumes in its PPP tools (in particular to objectively measure the MCA tool selection criteria)
 - Review existing VFM assessment tools with MOFPS PPP Unit and if needed, elaborate a Value for Money (VfM) assessment model aligned with internal processes, enabling the NWC to compare different possible modes of project implementation and demonstrate that the PPP approach offers the most favourable Financial, Commercial and cost-benefit balance.
 - Practical testing of the MCA tool on the pipeline projects to ensure they are adapted to NWC's operational realities and Jamaican regulatory and market contexts.

Deliverables:

- Diagnosis of the existing tools used by NWC
- MCA tool for PPP identification and prioritization
- Water utility sector, including Sewerage & Solar Power PPP database
- Value for Money model to include Financial, Commercial, etc.
- Tested application of the MCA tool to priority projects

4.1.4. Phase 3: monitoring and evaluating the performance of ongoing PPP projects

- Support for the monitoring and oversight of existing and upcoming PPPs, with a particular focus on the Rio Cobre project. This activity will cover performance tracking, contractual follow-up, and the organizational setup required for effective oversight, ensuring NWC is well-equipped to manage the monitoring phase efficiently.

Deliverable:

- Monitoring toolkit and methodology for PPPs
- Project “Close-out” Report

4.1.5. Phase 4: results dissemination (optional)

The final phase of the assignment will ensure that lessons learned, tools developed, and best practices are captured, documented and shared effectively. The objective is twofold: first, to embed the knowledge within NWC and government counterparts to ensure institutional sustainability; and second, to engage with a broader set of stakeholders involved in PPP development and financing in Jamaica.

A dissemination strategy will be developed by the Consultant early in this phase to identify appropriate formats (e.g., policy briefs, workshops, presentations, roundtables) and tailor messages for different audiences.

4.2. Deliverables

Phase	Deliverables	Estimated duration
0	<ul style="list-style-type: none"> • Inception report (including kick-off meeting minutes) 	1 month
1	<ul style="list-style-type: none"> • Planning methodology for PPP project identification and prioritization • Recommendation of amendment to project documentation templates (PIAB forms, etc.) • Collection of Data /Information for PPP Projects and fill-in of projects concept notes • If feasible, Preliminary list of potentially investable PPP projects 	4 months
2	<ul style="list-style-type: none"> • Diagnosis • MCA tool for PPP identification and prioritization • Water, Sewerage, Renewable/Solar Energy PPP database • Value for Money model (to include Finance, Commercial) • Tested application of tools to priority projects 	4 months
3	<ul style="list-style-type: none"> • Monitoring toolkit and methodology for PPPs to include Manuals/Literatures for the application of the respective tools/models, including associated user guide/note. • Project “Close-out” Report 	2 months
4 (optional)	<ul style="list-style-type: none"> • Results dissemination To be defined based on the dissemination strategy, but could include: policy briefs, workshops, presentations, roundtables 	1 month

The service provider will include an adjusted work schedule in its proposal: an optimization of the time to deliver the expected reports will be appreciated.

The deliverables and supporting information (eg. Questionnaire, surveys) must be sent in a digital format and independently on the agreed delivery date. The service provider shall provide all deliverables in accordance with the agreed schedule.

Please note:

- Validation of deliverables cannot be prejudged by the service provider: it necessarily takes the form of a written approval (e-mail) by the Euroclima project officer when the deliverables are deemed satisfactory.
- Both the Euroclima team, in consultation with the national technical focal point, and the contractor will do their utmost to ensure that the deliverables are validated as quickly as possible.

4.3. Coordination and contacts

The service provider shall designate a single contact person for project implementation purposes.

Orion VIENNE, Euroclima project officer, will be the service provider's main contact person for Expertise France E-mail: orion.vienne@expertisefrance.fr

Cc1: Florian Filin, Administrative & Financial Officer: florian.filin@expertisefrance.fr

The National Water Commission Focal Point, Lewis LAKEMAN, Assistant Vice President Public Private Partnerships & Project Financing, will be the service provider's main contact person for Jamaica

E-mail: lewis.lakeman@nwc.com.jm

The Euroclima National Focal Point, Ashley CODNER, shall be copied in key coordination emails, and shall be kept informed by the service provider of progress made and difficulties encountered, as necessary.

Email: Ashley_Codner@PIOJ.gov.jm

A launch meeting shall be held at the latest 15 days after the contract award has been notified. The meeting will gather relevant representatives from the service provider, the Euroclima Team at EF, the EUDs in Jamaica and in Barbados (regional mandate), NWC and other relevant institutions such as PIOJ, DBJ, MOFPS and PIAB.

Close collaboration must take place with all relevant stakeholders from assignment preparation right up to completion. Progress will be reviewed during monthly coordination meetings, and deliverables will be subject to formal validation. Furthermore, regular exchanges must take place on assignment progress and any difficulties that may be encountered.

Any change of contacts will be notified by the relevant party to the others.

5. Place, duration and terms of performance

Place of the assignment: the works will be conducted at the premises of the service provider and field missions will be organised and implemented in Jamaica (Kingston). The preparation of the field missions will be coordinated with NWC and Expertise France. The service provider is expected to provide a detailed planning for field missions as part of the technical proposal, including number, purpose and duration.

Implementation period (estimated): October 2025 to October 2026

Duration per assignment: 12 months

Estimated schedule of technical assistance

Sept. 2025- Sept. 2026

Activities	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug.	Sept.
Phase 0: Inception													
Firmed Contract	Est. 30/09												
Start (initial of contract)													
kick-off meeting & Inception Report													
Phase 1: support for the analysis of the NWC pipelines for PPP "investment" projects													
Planning methodology													
Recommendation to PIAB Project Concept Note and Proposal Summary Forms													
Develop and review the NWC PPP pipeline concept notes													
Application of methodology to NWC's portfolio													
Phase 2: support for the development of standardized tools													
Evaluation of tools													
MCA tool for PPP identification and prioritization													
Water PPP database													
VfM Model													
Tested application of the MCA tool to priority projects													
Phase 3: Monitoring and evaluating the performance of ongoing PPP projects													
Monitoring toolkit and methodology for PPPs													
Project "Close-out" Report													
Phase 4 : results dissemination (optional)													
Dissemination strategy (e.g., policy briefs, workshops, presentations, etc.)													Closure Est. 30/09

Note: The service provider will provide a detailed work plan in its technical proposal, based on the provisional Programme proposed above. Any changes made to the provisional programme shall be justified.

6. Required expertise and profile

The service provider shall propose at least one expert with the necessary skills and proven experience to successfully carry out the assignment. The expert's qualifications and relevant experience must be clearly detailed in the technical proposal, and a comprehensive CV must be included in the bid.

An excellent command of both written and spoken English is mandatory. A demonstrated commitment to gender equity will be considered a strong asset and will be positively evaluated.

Required Expert Profile:

- PPP Expert :

At least 15 years of experience in PPP structuring, with a focus on infrastructure (proved experience in structuring PPP projects in the Water/Sanitation sector; experience in Renewable Energy sector will be an additional asset). With a financial/economist background, he/she will have hands-on experience in developing methodologies and tools for project planning, designing and applying multi-criteria analysis matrices for the selection, appraisals, evaluation, assessment prioritization of PPP Projects. He/she will be involved in all components of the technical assistance project. This expert will be engaged on an intermittent basis, with missions in Kingston (at least half of the time physically in Jamaica), along with regular/monthly remote meetings with the NWC project team and associated partners (when required).

While the assignment is expected to be primarily carried out by a lead expert with solid experience in PPP in the water sector, the Consultant may propose additional team members or support staff, if justified by the proposed methodology and workplan. These complementary profiles should demonstrate relevant expertise that adds value to the assignment.

Provisions ensuring high-performance quality control and consistency of the entire service will be positively assessed.

Experience in island contexts, developing countries, and projects funded by international donors, as well as familiarity with donor standards, will be positively appreciated.

The Consultant must adhere to the team composition as specified and may not make any changes without prior approval from Expertise France.

7. Monitoring and evaluation

The service provider shall ensure a proper monitoring and evaluation of the different activities. In its technical proposal, the service provider is expected to include a monitoring and evaluation methodology and milestones.

8. Practical information

1. Language of assignment: English
2. **All travels shall be borne by the service provider and be included as part of the financial proposal. Expert(s) remain solely responsible for organizing their own travel, accommodation, transport, insurance, communication and internet costs.**
3. NWC, with PIOJ support, will arrange the following during field missions: meeting room and internet while at the Government building.
4. NWC/PIOJ shall facilitate meetings with the stakeholders when deemed appropriate.
5. The Government of Jamaica / PIOJ shall assist with necessary documentation for entry and work in Jamaica, if needed.
6. During the implementation of the assignment, the visibility of the European Union as donor of the Euroclima Programme must be ensured, in accordance with the Euroclima Programme's

rules on communication and visibility, which take into account the European Union's requirements for communication and visibility: https://international-partnerships.ec.europa.eu/knowledge-hub/communicating-and-raising-eu-visibility-guidance-external-actions_en. All reports and deliverables must include the emblem of the European Union (with the words "Financed by the European Union"), the logos of the Euroclima Programme and Expertise France, as well as the following "standard" disclaimer: "This publication has been produced with the financial support of the European Union. The contents are the sole responsibility of <name of author/partner> and do not necessarily reflect the views of the European Union or Expertise France". Euroclima Programme Templates will be shared accordingly.