



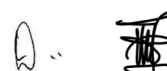
TERMS OF REFERENCE

INDIVIDUAL CONSULTANCY FOR THE DEVELOPMENT OF NATIONAL MULTI- HAZARD EARLY WARNING SYSTEMS (MHEWS) ROADMAPS

SADC Regional Climate Resilience Programme (RCRP)

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1. BACKGROUND INFORMATION

1.1. Partner country and procuring entity

Southern African Development Community (SADC)

1.2. Contracting authority

Southern African Development Community Secretariat (SADC Water, DRM, and climate sections)

1.3. Background, Current Situation and Rationale

1.3.1. Background

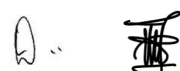
The Southern African Development Community (SADC) is a Regional Economic Community comprising of 16 Member States, namely, Angola, Botswana, Comoros, Democratic Republic of the Congo (DRC), Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia, and Zimbabwe. Established in 1992, SADC is committed to regional integration and poverty eradication within Southern Africa through economic development and ensuring peace and security.

Guided by the Regional Indicative Strategic Development Plan (RISDP) 2020-2030, and premised upon the SADC Vision 2050, the SADC Region has developed the Implementation Plan for the Regional Indicative Strategy Development Plan, for regional integration that seeks to promote cooperation amongst Member States for macro-economic beneficiation. One of the strategic objectives of the RISDP is to facilitate improved disaster risk management in support of regional resilience.

In view of the above, the SADC Secretariat is undertaking a number of interventions aimed at increasing the resilience of the SADC economies, improvement of livelihoods of the region's communities and the protection and restoration of biodiversity and the region's ecosystems. One such initiative is the Regional Climate Resilience Program (RCRP), which is a programmatic framework (structured as a series of projects or SOPs), funded by the World Bank, with the objective of strengthening the resilience to water-related climate hazards and their impacts in Eastern and Southern African countries.

The Project Development Objective (PDO) of the RCRP-1 RCRP project is to improve the management of water-related climate impacts in Eastern and Southern Africa.

One of the key priorities within the SADC Region is strengthening regional and national Multi-Hazard Early Warning Systems (MHEWS). Under Component 1, the project supports operationalization of the SADC Humanitarian and Emergency Operations Centre (SHOC), national early warning capacity assessments, interoperability between



national systems, SHOC and the African Multi-Hazard Early Warning and Early Action System (AMHEWAS), and implementation of recommendations from the SADC Regional Ministerial Conference on Early Warning Systems. The consultancy contributes to the United Nations Early Warnings for All (EW4All) Initiative.

In order to realise the intended outcome SADC seeks to undertake this activity through recruitment of an individual consultant. The consultancy adopts a Regional Coordination–National Implementation model. The SADC Secretariat will coordinate the process regionally and provide quality assurance while working closely with the international EW4All Pillar Lead Agencies: UNDRR (Pillar 1), WMO (Pillar 2), ITU (Pillar 3) and IFRC (Pillar 4). National Governments will lead country consultations and validation, while the Consultant will facilitate technical assessments and prepare nationally owned, investment-ready five-year MHEWS Roadmaps.

1.3.2. Current situation

The Southern African Development Community (SADC) is increasingly exposed to climate- and weather-related hazards, including droughts, tropical cyclones, floods, heatwaves, disease outbreaks and wildfires. Over the past decade, the region has experienced successive high-impact events, including Cyclones Idai (2019), Kenneth (2019), Freddy (2023), and the severe 2023/24 El Niño-induced drought, which affected millions of people, disrupted livelihoods, damaged critical infrastructure and imposed significant fiscal pressures on Member States. Climate change is increasing the frequency and intensity of these hazards while amplifying cascading and transboundary risks, reinforcing the need for integrated regional approaches to disaster risk management and early warning (IPCC, 2023; World Meteorological Organization [WMO], 2023). The 2026/2027 rainy season is already projected to be characterized by Super El Niño which will invariably trigger prolonged dry spells to a full-blown drought in the SADC Region. As such, MS need to heighten preparedness within the broader context of managing water related climatic impacts and strengthen resilience within the region.

The operationalization of SHOC represents a significant institutional milestone for the region. SHOC serves as the regional coordination mechanism for disaster preparedness, early warning, emergency response and information management. It is expected to facilitate the generation, analysis and dissemination of regional early warning information, support coordinated deployment of SADC Emergency Response Teams (ERTs), promote interoperability between national early warning systems and strengthen linkages with the African Multi-Hazard Early Warning and Early Action System (AMHEWAS). These priorities are reinforced under the World Bank-financed Regional Climate Resilience Programme (RCRP), which identifies strengthening regional and national Multi-Hazard Early Warning Systems (MHEWS) as a core investment area under Component 1: Risk Management and Climate Financing (SADC Secretariat, 2025).

Despite considerable progress, the maturity of national MHEWS varies significantly across Member States. Many countries have strengthened meteorological and hydrological services, disaster management institutions and forecasting capabilities;



however, important gaps remain in institutional coordination, observation infrastructure, forecasting technologies, risk information management, communication systems and sustainable financing. In many countries, early warning systems continue to operate in sectoral silos rather than as integrated end-to-end multi-hazard systems, limiting their effectiveness in supporting anticipatory action.

Across the four internationally recognized EW4All pillars, several common challenges remain. Under Pillar 1 (Disaster Risk Knowledge), risk information is often fragmented, outdated or insufficiently integrated into planning and decision-making. Under Pillar 2 (Detection, Observation, Monitoring and Forecasting), ageing observation networks, limited maintenance, insufficient technical personnel and uneven forecasting capacity constrain service delivery. Under Pillar 3 (Warning Dissemination and Communication), inconsistent adoption of Common Alerting Protocols (CAP), limited cell broadcast capability and weak last-mile communication reduce the effectiveness of warning dissemination. Under Pillar 4 (Preparedness and Response), although most Member States have established disaster management institutions, capacities for contingency planning, simulation exercises, emergency operations, anticipatory action and community preparedness remain uneven (UNDRR, WMO, ITU & IFRC, 2023).

Cross-cutting constraints include fragmented institutional mandates, limited interoperability among technical agencies, inadequate legal and policy frameworks, constrained financing, insufficient integration of climate services into sectoral planning, and limited consideration of gender, disability and vulnerable populations. Furthermore, harmonized regional standards for data sharing, warning protocols and operational procedures are still evolving, highlighting the need for stronger regional coordination and technical harmonization.

1.3.3. Rationale for the Intervention

The increasing frequency, intensity and transboundary nature of climate- and weather-related hazards in the SADC region have highlighted the urgent need to strengthen integrated, end-to-end Multi-Hazard Early Warning Systems (MHEWS) that support timely early action and coordinated disaster response. Although Member States have made significant progress in strengthening disaster preparedness and response, considerable disparities remain in institutional capacities, technical infrastructure, governance arrangements, interoperability and sustainable financing across the four pillars of the Early Warnings for All (EW4All) framework. To address these gaps, the SADC Secretariat, through the World Bank-financed Regional Climate Resilience Programme (RCRP), will support the development of National MHEWS Roadmaps for selected Member States using a Regional Coordination–National Implementation approach. Working in partnership with the EW4All Pillar Lead Agencies including, UNDRR, WMO, ITU and IFRC, the initiative will assess national capacities, identify priority gaps and investments, strengthen interoperability with the SADC Humanitarian

and Emergency Operations Centre (SHOC) and the African Multi-Hazard Early Warning and Early Action System (AMHEWAS), and develop nationally owned five-year implementation roadmaps that will guide future investments, enhance regional harmonization and accelerate progress towards universal access to people-centred, end-to-end early warning systems in line with the SADC Disaster Risk Reduction Strategy and Action Plan (2022–2030), the RISDP 2020–2030, the Sendai Framework for Disaster Risk Reduction 2015–2030, and the EW4All Initiative (SADC Secretariat, 2022, 2025; UNDRR et al., 2023).

2. OBJECTIVE, PURPOSE, AND EXPECTED RESULTS

2.1. Overall objective

The overall objective of this consultancy is to facilitate the development of nationally owned, technically robust and investment-ready National Multi-Hazard Early Warning Systems (MHEWS) Roadmaps for selected SADC Member States that will provide a five-year framework for strengthening end-to-end early warning systems aligned with the Early Warnings for All (EW4All) Initiative, the SADC Regional MHEWS Framework, SHOC and AMHEWAS.

2.2. Specific Objectives

The specific objectives of the assignment are to:

- (i) Support the comprehensive assessment of national MHEWS.
- (ii) Assess capacities across all four EW4All pillars.
- (iii) Identify institutional, legislative, technical, coordination and operational gaps.
- (iv) Assess interoperability with SHOC and AMHEWAS.
- (v) Identify investment priorities.
- (vi) Strengthen national coordination.
- (vii) Develop a five-year National MHEWS Roadmap.

3. ASSUMPTIONS AND RISKS

3.1. Assumptions and Risks underlying the project.

2



Table 1: Risks and Assumptions

#	Risks	Risk Level (H/M/L)	Mitigating Measures	Assumptions
1	Limited participation and coordination among national stakeholders across the four MHEWS pillars may affect the quality and ownership of the roadmap.	M	The SADC Secretariat will formally engage participating Member States to nominate a lead institution and establish a National MHEWS Technical Working Group. The Consultant will implement a comprehensive stakeholder engagement plan and facilitate inclusive, multi-sectoral consultations throughout the assignment.	National Governments designate competent focal institutions and ensure active participation of all relevant ministries, agencies and stakeholders throughout the roadmap development process.
2	Delays in the provision of national data, policies and technical information may affect the quality and timeliness of the capacity assessment and roadmap development.	M	During the inception phase, the Secretariat will provide a detailed information request and work with the SADC Secretariat and National Focal Institution to facilitate timely access to relevant documentation and technical experts.	Government institutions, development partners and stakeholders provide accurate, up-to-date information and documentation required for the consultancy.
3	Limited consensus on national priorities and investment actions may delay validation and endorsement of the roadmap.	M	The Consultant will facilitate evidence-based discussions, technical working sessions and validation workshops to build consensus, with technical support from the SADC Secretariat and the EW4All Pillar Lead Agencies.	Participating institutions are committed to collaborative decision-making and timely validation of the National MHEWS Roadmap.
4	Competing national priorities, emergencies or disaster events may disrupt planned consultations and implementation of the consultancy.	M	The Consultant will adopt a flexible implementation approach, including hybrid consultation modalities and adaptive work planning, in consultation with the SADC Secretariat and national focal institutions.	The operating environment remains sufficiently stable to allow consultations, validation workshops and completion of the consultancy within the agreed timeframe.

4. SCOPE OF THE WORK

The development of each National MHEWS Roadmap shall follow a structured, participatory and nationally led process coordinated by the SADC Secretariat in collaboration with the international EW4All Pillar Lead Agencies and the respective national governments.

The Member States to be covered includes Eswatini, Lesotho, Angola, Botswana, Congo DRC, and Zimbabwe. The roadmap development process shall comprise six sequential phases:

Phase 1 – Inception and stakeholder mapping.

2. 3

Phase 2 – National MHEWS capacity assessment using the EW4All Minimum Core Capability Checklist across:

- Pillar 1: Disaster Risk Knowledge
- Pillar 2: Detection, Observation, Monitoring and Forecasting
- Pillar 3: Warning Dissemination and Communication
- Pillar 4: Preparedness and Response

Phase 3 – Gap analysis covering institutional, legislative, operational, ICT, financing and interoperability gaps.

Phase 4 – Development of a five-year National MHEWS Roadmap including strategic objectives, priority investments, implementation matrix, budget, monitoring framework, resource mobilization strategy, SHOC integration plan and AMHEWAS interoperability plan.

Phase 5 – National validation workshop and finalization.

4.1. Specific Work

The Consultant shall serve as the technical facilitator of the roadmap development process.

The Consultant shall **not independently prepare the roadmap**, but shall facilitate an inclusive national process through which stakeholders collectively develop and agree on the roadmap. Specifically, the consultant will perform the following activities:

National Inception

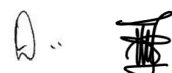
The Consultant shall facilitate a national inception meeting to:

- introduce the assignment;
- establish national ownership;
- agree institutional arrangements;
- confirm national focal institutions;
- establish a National Technical Working Group;
- agree the roadmap development methodology;
- adopt the consultation schedule.

National Capacity Assessment

Using the EW4All Minimum Core Capability Checklist, with the leadership of the international MHEWS pillar leads, the Consultant shall facilitate a comprehensive assessment of national capacities across the four MHEWS pillars.

The assessment shall include:



- document review;
- institutional interviews;
- technical consultations;
- field verification where appropriate;
- assessment of existing capacities;
- identification of good practices.

Gap Analysis and Prioritization

With the leadership of the international MHEWS pillar leads, the Consultant shall facilitate stakeholder workshops to:

- review assessment findings;
- validate identified strengths;
- prioritize capacity gaps;
- agree investment priorities;
- define strategic objectives.

Roadmap Development

Working closely with national stakeholders and the international MHEWS pillar leads,, the Consultant shall facilitate preparation of the roadmap including:

- vision;
- strategic objectives;
- priority actions;
- implementation framework;
- investment plan;
- monitoring framework;
- financing strategy.

Validation and Finalization

With the overall coordination of the SADC Secretariat, the consultant shall:

- facilitate national validation workshops;
- incorporate comments;
- finalize the roadmap;
- prepare implementation-ready documents.

4.2. Results to be achieved by the contractor

In achieving the above, the assignment is expected to deliver the following:

- Inception Report
- National Capacity Assessment and Gap Analysis Report
- Draft National MHEWS Roadmap with national Investment and Resource Mobilisation Plan
- Validation Workshop Report
- Final National MHEWS Roadmap highlighting common gaps, priorities and opportunities for harmonisation.

4.3. Geographical area to be covered

The Assignment will cover selected SADC Member States, including Angola, Botswana, Democratic Republic of Congo, Eswatini, Lesotho and Namibia. National consultations and workshops with the Member States are expected to be face-to-face, to achieve the objectives of the assignment, while preparatory and planning sessions will be conducted virtually.

4.4. Target groups

- SADC national governments including:
 - National Disaster Management Authority (Lead Institution)
 - National Meteorological and Hydrological Services
 - Ministry of Environment and Climate Change
 - Ministry responsible for Finance and National Planning
 - Ministry responsible for Information and Communication Technologies (ICT)
 - Red Cross / Red Crescent National Society
 - Civil Society Organizations

4.5. Project management

The assignment will be coordinated by the RCRP Project Coordinator with the advisory support of the Head of SADC Disaster Risk (DRR) Unit. Outputs referred to above shall be submitted to the Deputy Executive Secretary responsible for Regional Integration (DES-RI) through the Disaster Risk Reduction Unit for final approval.

4.6. Facilities to be provided by the contracting authority and/or other parties

The SADC Secretariat, as the Contracting Authority will provide the following.

- Letters of introduction of the Consultant to stakeholders and Member States to facilitate access to information;
- Available reports;
- Cover participation costs of consultant in relevant national workshops to facilitate project outputs (travel, accommodation and meals); and
- Venue for the regional consultation, workshops, etc meeting where appropriate.

5. LOGISTICS AND TIMING

5.1. Location

The services shall be home-based. The consultant will be required to facilitate the consultancy consultations and workshops either face-to-face or virtually.

5.2. Duration of Consultancy

The consultancy shall be undertaken over 12 months, with two months allocated to each Member State according to the following indicative schedule:

Table 2: Work Schedule per Member State

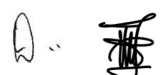
Phase	Duration
Inception	1 week
Capacity Assessment and Gap Analysis	3 weeks
Roadmap Preparation	2 weeks
Validation	1 week
Finalization	1 week

6. REQUIREMENTS

6.1. Service providers

The assignment will be undertaken by an individual consultant.

(a) Qualifications and skills



Advanced university degree (Master's degree or equivalent) in areas relevant to Disaster Risk Management, Climate Science or Disaster Risk Assessments are required. A first-level university degree in combination with two additional years of qualifying experience may be accepted in lieu of the advanced university degree.

(ii) Specific Professional Experience

- a) 10 years of experiences in the areas of Disaster Risk Reduction, early warning, disaster risk management, risk assessment or hazard mapping.
- b) Experience in hazard assessment, risk communication, anticipatory action are desired.
- c) Experience in spatial hazard mapping and analysis in the areas of drought, floods, etc. is an added advantage Understanding of the humanitarian-peace and development nexus.
- f) Experience in project management, research, training, and capacity development
- g) Experience in conducting trainings in related fields
- h) Demonstrated experience in similar assignments including in the application of WB ESF will be a plus

(iii) General Professional Experience

- (a) Must be result-oriented, a team player, exhibiting high levels of enthusiasm, tact, diplomacy, and integrity.
- (b) Demonstrate excellent leadership, interpersonal and professional skills in interacting with government and development partners.
- (c) Excellent report writing capabilities.
- (d) Fluent in spoken and written English. Working knowledge of French and/or Portuguese is an added advantage.
- (e) Computer literate with good working knowledge of the standard Microsoft Office suite of programmes.
- (f) Proven experience with virtual conferencing systems (ZOOM, WEBEX, Microsoft Teams, Google meet etc.
- g) familiarity with web developer technologies and ecosystems

6.1.1. Selection Criteria

Selection Criteria for Team Leader/Drafter

No.	Criteria Category	Total Points for Consultant (%)
1.	Qualifications (education and professional skills)	20
2.	General Professional Experience	20
3.	Specific Professional Experience (training and skills development and programming)	60




6.2. Incidental expenditure

It is expected that this consultancy will be conducted in hybrid (virtual and face to face) modes. Any incidental expenses will be part of the global price.

6.3. Expenditure verification

There will be no expenditure verification for this consultancy.

7. REPORTS

7.1. Reporting requirements

The Consultant will report to the Deputy Executive Secretary-Regional Integration through the Head of Unit -DRR Unit, with the day-to-day support supervision from the RCRP Project Coordinator.

7.2. Duration of the assignment

The duration of the assignment is 12 months from the from the date of signature of the contract.

8.1 Financial proposal

The financial proposal should include all fees and relevant costs associated with the implementation of assignment and all incidentals.

8.2. Payment Schedule

Payment schedule is related to reports and their approvals, as reflected in Table 2.

Table 2: Duration of the Assignment and Schedule of Payments

#	Payment milestone	Payment Schedule (%)
1	Inception and Implementation Planning	10%
2	Developed Roadmap per country	60% (10% per roadmap)
3	End of Consultancy report	30%



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3.



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