



TERMS OF REFERENCE FOR A CONSULTANCY PROCUREMENT SPECIALIST – HEALTH HURRICANE RESPONSE PROGRAMME

1. SUMMARY

Project Location	JAMAICA
Title	Procurement Specialist
Project Name	Post-Hurricane Melissa Health Response Programme (HHRP)
Funding Source	Government of Jamaica/Ministry of Health and Wellness
Project Duration	24 Months
Proposed Start date	Immediately upon contract award

2. BACKGROUND

Hurricane Melissa, a Category 5 hurricane, made landfall on the island on 28 October 2025, 12:00 noon, on the southwestern coast of Jamaica near New Hope, Westmoreland. The Ministry of Health and Wellness (MOHW) had held preparatory meetings with all Regions and Parishes and had placed response teams on standby since 22 October 2025, when the country was placed under a Tropical Storm Watch. The Health Emergency Operations Centre (HEOC) was activated at 10:00 am, 23 October 2025. All public health centres were operational until 2:00 pm on 24 October 2025. Public hospitals began offering emergency services only on 23 October 2025.

The Category 5 Hurricane resulted in significant damage to the health infrastructure, especially in the parishes of St. Elizabeth, Westmoreland, St. James and Trelawny. All levels of health services, including Primary, Secondary, and Tertiary institutions, sustained significant damage to all sections of the facilities, resulting in a dramatic impairment of service delivery.

In response to the disaster, the MOHW has finalised the development of the Hurricane Melissa Response Programme (HMRP). The objective of the strategy is to restore health services to the populations in the most affected areas and to mitigate the outbreak of any disease within the population post the hurricane. The plan is defined into three (3) phases:

PHASE	ACTIONS	CHARACTERISTICS
PHASE-1: RELIEF	Restoring health services at the primary, secondary and tertiary levels, protecting the population from the outbreak of disease and providing psychosocial support to the population and health care workers.	Should be implemented within 3 months.

PHASE	ACTIONS	CHARACTERISTICS
PHASE 2: REHABILITATION	Execute repairs to parts of the building and equipment that have been damaged and affect full operations—continued environmental plan.	Should be implemented within 4 -18 months.
PHASE 3: RECONSTRUCTION	Activities that will make the facility resilient to natural disasters, such as hurricanes, and meet health business continuity standards.	Should be implemented within 3 – 5 years.

In order for the health system to effectively recover from the impact of hurricane Melissa a significant capital investment programme will have to be undertaken. These investments must be made through the lens of the 5 Strategic Goals of the Vision for Health 2030: 10 Year Strategic Plan:

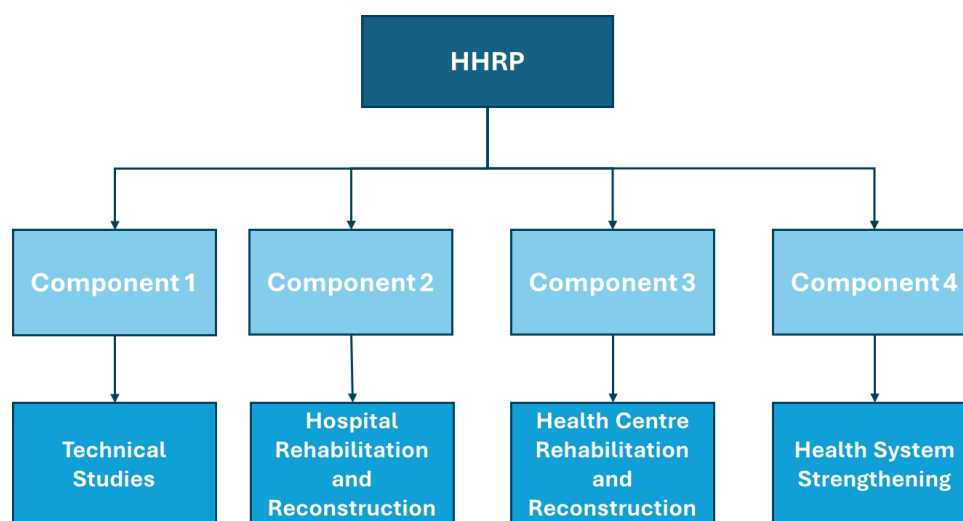
- **STRATEGIC GOAL 1:** Safeguarding access to equitable, comprehensive and quality health care
- **STRATEGIC GOAL 2:** The stewardship capacity of the ministry of health & wellness is strengthened to improve leadership and governance to achieve universal access to health and universal health coverage.
- **STRATEGIC GOAL 3:** Increased and improved health financing for equity and efficiency
- **STRATEGIC GOAL 4:** Ensuring human resources for health sufficient in number and competencies aligned to the model of care and committed to the mission
- **STRATEGIC GOAL 5:** Social participation and health promotion to address the social determinants of health
- **STRATEGIC GOAL 6:** Making reliable and modern infrastructure available for health service delivery

There are also opportunities to be explored in relation to how these investments can advance the achievement of the overall Goal of the Ministry. The Health System must become more resilient and must “Build Back Better”. As part of the implementation programme, the MOHW requires **technical assessments and the preparation of construction packages** to guide rehabilitation works. These assessments must be aligned with:

- i) The Secondary Care Reform Programme
- ii) The Primary Care Reform Programme
- iii) Jamaica Building Code (2018), **including referenced** codes
- iv) Health Facilities Building Code
- v) PAHO Smart Health Facilities Standards, including:
 - Energy efficiency & solar readiness
 - Rainwater harvesting
 - Safe water systems
 - Resilient mechanical & electrical systems
 - Natural ventilation
 - Climate-resilient design
- vi) Occupational Health & Safety requirements (ISO 45001:2018)
- vii) Disaster-resilient construction and hazard-mitigation principles.

The outputs will guide MOHW’s national primary healthcare restoration programme.

The programme is designed with the following project structure:



- **Component 1** will produce all the essential technical reports for the rehabilitation and reconstruction activities of the programme.
- **Component 2** will support the reconstruction and rehabilitation of 4 hospitals: Falmouth Hospital, Noel Holmes Hospital, Sav-la-Mar Hospital and the Black River Hospital. These activities will be guided by the technical reports and may include the construction of new facilities. This component will also support the procurement of equipment and furniture for the hospitals.
- **Component 3** will support the reconstruction and rehabilitation activities in 101 affected health centres in the Parishes of Trelawny, St. James, Hanover, Westmoreland and St. Elizabeth. These activities will include repairs of existing facilities, the expansion of 36 health centres and the construction of new facilities in accordance with the technical review recommendations. This component will also support the procurement of equipment and furniture for the facilities
- **Component 4** will support the implementation of health system strengthening interventions in all health facilities to include the implementation of change management actions, Information Communication Technology as well as Health Information System solutions.

The estimated total value of the investment is **US\$178M**.

Primary Health Care Reform

The Ministry of Health and Wellness has embarked on the renewal of primary health care since 2019. The Primary Health Care Reform plan will reclassify health centres to three levels: Comprehensive, District and Community. This reform is to align the primary health care services with the needs of the population considering increasing burden of non-communicable diseases, increase in the elderly population and environmental health changes because of climate change.

The services to be delivered in the three levels are outlined in the Primary Health Care Reform 2019 – 2030 document available on the MOHW website. For the health centres to offer the level of service designated, expansion of space is required. This will allow the delivery of consistent and reliable services in selected health centres, creating more access for health promotion and prevention and treatment of diseases.

Many of the health centres that are designated for upgrade and thus expansion of infrastructure were damaged in Hurricane Melissa. The effort to rebuild is to incorporate the changes to accommodate the reform as far as possible. The assessment of the existing infrastructure for damage and how the renovation is contemplated will affect and be affected by any expansion now or in the future. The assessment therefore must assess the infrastructure for renovation and expansion and designs for rebuilding must include the agreed expansion.

The Ministry, in collaboration with the Regional Health Authorities, conducted a comprehensive categorisation of the damage to the health centres caused by the hurricane. This categorisation of damage is detailed in the table below:

TYPE OF DAMAGE	DEFINITION
MAJOR	<ul style="list-style-type: none"> • More than 60% Roof Damage • No Water Storage Facility • No Electrical Backup System • More than 60% of the Equipment and Furniture was damaged • More than 6 weeks to Effect Basic Repair
MEDIUM	<ul style="list-style-type: none"> • Between 30% to 59% of Roof Damage • Water Storage Facility available, but No Water • Generator available but requires an Electrical Assessment • Between 30% to 59 % of Equipment and Furniture is damaged • 4-6 weeks to Effect Basic Repair
MINOR	<ul style="list-style-type: none"> • Less than 30% of Roof Damage • Water Storage Facility available with Water Source • Generator available and Electrical Assessment Complete • Less than 30% of Equipment and Furniture Damaged • 1-4 weeks to Effect Basic Repair

Based on this categorisation, the following damage report has been provided:

HCs – Health Centres

NA – No Assessment Available

Damage Level	Type & No. of Health Centres					Grand Total	% of Total No. of HCs
	I	II	III	IV	V		
Major	22	21	11	3	1	58	57%
Medium	1	4	1	0	0	6	6%
Minor	11	5	2	0	0	18	18%
NA	5	4	2	0	0	11	11%
No Damage	4	2	2	0	0	8	8%
Grand Total	43	36	18	3	1	101	

Secondary Health Care Reform

Jamaica's secondary healthcare reform is guided by the Vision for Health 2030 Ten-Year Strategic Plan and the Secondary Care Model (2024 Update). These plans aim to modernize hospitals and specialized centres to increase access to efficient, high-quality services. Key components of the reform include:

- **Infrastructure Expansion:** The Ministry of Health and Wellness is currently executing the largest infrastructure build-out since independence, including over 450 new hospital beds. Significant projects under the HHRP include rehabilitation/relocation of the following facilities:
 - Falmouth Hospital
 - Noel Holmes Hospital
 - Sav-la-Mar Hospital, and
 - Black River Hospital.

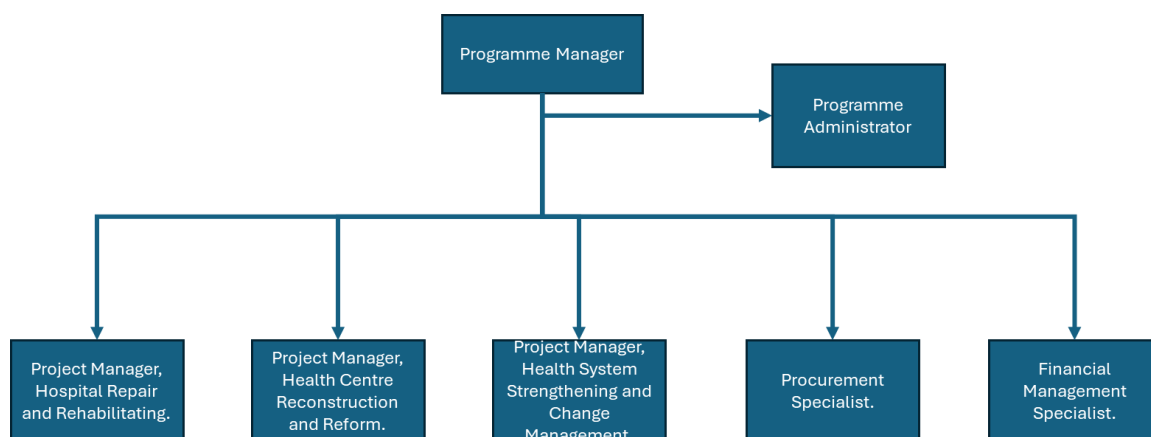
Building and renovation of new operating theatres.

- **Integration with Primary Care:** Under the Primary Care Reform Plan 2021-2030, secondary and primary facilities are being integrated to create a seamless referral system. This aims to reduce hospital congestion by treating chronic conditions at the community level first.
- **Digital Transformation:** Implementation of a nationwide Electronic Health Records (EHR) system and expanded telehealth services to modernize patient management and streamline service delivery between regions.
- **Human Resource Development:** Increasing the number of medical posts, including hundreds of new positions for physicians and nurses, to staff upgraded and expanded facilities.

2.0 PROGRAMME MANAGE OFFICE (PMO)

As a part of the implementation process the Ministry will be creating a PMO. The PMO will a central organizational unit that standardizes project management practices, provides governance, and offers support to ensure projects and programs align with strategic business goals, improving efficiency, resource allocation, and successful delivery across the HHRP.

The PMO will be operated at the Head of the Ministry and will be staffed by technical experts to support the implementation. The PMO will be structured based on the 5 components and will be led by a Programme Manager. The following **schema represents the interim outline of the PMO**. This may be adjusted based on the assessment of the Programme Manager and the Ministry:



3.0 ROLE SUMMARY

The main objective of the consultancy is to support the Ministry of Health and Wellness (MOHW) and its Program Management Unit (PMO) in building procurement expertise, particularly as it relates to processes and procedures that are aligned with procurement policies of the Government of Jamaica, and other funding agencies such as the Inter-American Development Bank (IDB). The Procurement Specialist will be responsible for the preparation of the

Procurement Documents and will carry out all procurement processes according to the the policies and guidelines of the funding agencies. The work will be undertaken considering procurement strategies for the local market and considering best international practices in similar projects. The consultant will support the optimization of procurement processes between among the funding agencies so that the procurement documents can be approved on schedule while generating competition, promoting efficiency in the use of the project's resources and facilitating the works and consultancies' execution.

4.0 SCOPE OF WORK

The scope of work to be performed by the Procurement Specialist will include:

- Participating in the preparation of the PMO's Annual Operational Plan through preparing and updating of the Annual Procurement Plan, ensuring that activities timelines are compatible with work priorities, objectives, and timelines, taking into account the most effective use of resources. These must be submitted within the timeframes stipulated by the GOJ and the IDB where applicable
- Administering/supporting the bidding, evaluation and selection process for the procurement of goods and services including:
 - Preparing Expressions of Interest, procurement notices, and bidding documents.
 - Liaising with required authorities for advertising and preparing appropriate documents to be placed on the relevant websites, as required.
 - Manage the publication on national and international media (i.e. Development Business) of the call for proposals for the procurement processes.
 - Participate in the selection and contracting processes meetings and to prepare the related minutes in coordination with the technical units, as well as keeping informed main stakeholders on the processes.
 - Participate in the call for proposals opening and to prepare the procurement opening minutes. To support the offers' evaluation process. To give advice and orientation to the Evaluation Committees concerning the donor agencies procurement policies and procedures.
 - Serving as main point of contact for bidders.
 - Facilitating the evaluation exercise ensuring compliance with the procurement guidelines and timely conclusion to the process.
 - Coordinate evaluation activities according to the funding agencies policies. To consolidate the evaluation of offers reports as required on the standardized Bank's forms and delivered no-objection requests.
 - Preparing requests for the Bank's No-Objection to proposed changes made in procurement of any goods or services ensuring that all required and approved procurement documentation is included.
 - Providing technical support as necessary to ensure speedy and timely completion of the contracting process.
 - Maintaining record of the process in compliance with procurement guidelines.
- Administering/supporting the contract award and management process for the procurement of goods and services including:
 - Participate in contracts' negotiation meetings, to prepare related minutes and to insert resulting agreements in the contracts.

- Facilitating contract negotiations and preparation of contracts.
 - Establish and maintain appropriate purchase order systems.
 - Maintaining records of contract management activities.
- Prepare all procurement documents according to the Operational Manual, and any other guidelines and the Procurement Policies. To coordinate the preparation of the related technical specifications.
 - Monitor the correct progress of the procurement processes to ensure approvals from the funding agencies on schedule for the diverse stages.
 - Coordinate with the PMO clear and fair communication regarding requests for clarifications from the applicants. To prepare and implement a methodology for reception and follow up of complains related with the procurement processes and contracts' administration. To keep record of requests and related answers.
 - Include eventual addenda to the contracts in agreement with the Program Manager.
 - Participate in the ex-post supervision activities for procurement and contracting processes.
 - Keep updated the procurement plan and the schedule for contracts, reflecting those finished, those contracted and under execution, those under procurement process and those programmed.
 - Keep control and updated records on the procurement and contracting processes including, inter alia (i) no-objections received; (ii) agreements and recommendations from procurement related missions; (iii) Procurement Plans approved; (iv) related ex-post supervision reports; (v) Loan's Agreement; and (vi) complains received.
 - Identify risks to the project progress originated in the procurement processes and coordinate with the Project Coordinator corrective actions.
 - Share technical knowledge with other PMO and MOHW staff members through regular seminars and on-the-job training.
 - Execute additional activities as established in the Operational Manual.
 - Establishing and maintain adequate procurement and contract management internal control systems to ensure the integrity, compliance, and transparency of all transactions undertaken by the PMO.
 - Coordinating with the Financial Specialist and have regular updates of the procurement plan. Analyse and recommend reallocation of funds where necessary to maintain/achieve Project outputs while ensuring compliance with established GOJ and the IDB's regulations, policies and procedures.
 - Performing any other duties that may be assigned by the Permanent Secretary, or Programme Manager.

5.0 DELIVERABLES

DELIVERABLE	DESCRIPTION	FREQUENCY	ALLOCATION
Procurement Plan (PP)	The administrative planning tool that details all the goods, works, consulting and non-consulting services that are to be executed during project implementation	Annually	10%

	<p>and in fulfillment of project objectives. The PP is organized as per the identified categories: Works, Goods, Non-Consulting Services, Individual Consultants, Consulting Firms, and Training & Transfer. It contains, <i>inter alia</i>, the following information:</p> <ul style="list-style-type: none"> ▪ A brief description of the goods, works, non-consulting and consulting services to be procured; ▪ The proposed procurement methodologies for the activities; ▪ The estimated amounts for planned activities; ▪ The source of financing; ▪ The associated components to which activities are aligned; ▪ The review method (i.e., ex-ante/ex-post); ▪ The estimated dates for the publication of the first notice for pre-qualification or bidding as well as completion of contract. 		
Procurement Documents	These include Procurement notices, Bid Documents (Request for Proposal, Request for Expression of Interest, Invitation to Bid, Scope of Works, Terms of References, Bill of Quantities, Technical Specifications, Evaluation Criteria, draft contract etc.), Minutes of Procurement Committee meetings, Submissions to the National Contract Commission, submissions to Cabinet	As required	0%
Procurement Reports	Monthly Progress Reports on all procurement activities undertaken including purchasing reports, progress reports and briefs	Monthly	80%
Contract and contractor Register	A Register of all contractors engaged under the Project and their contracts to include contract start and end date, contract sum, Procurement method, key milestone dates etc	Monthly	0%
End of Project Report	Final Report on all the activities carried out during the Project period as well as the conclusions	At the end of Project.	10%
Reports as requested by the MoH and the Bank concerning the project's progress.	As defined by the MOH and the Bank	As requested	0%

6.0 SUPERVISION/ REPORTING RELATIONSHIP

The Procurement Specialist will report directly to the Programme Manager, HHRP. All deliverables and/or reports will be reviewed by Programme Manager.

The Procurement Specialist will be required to maintain liaison with Ministry executives/officers and with partners/agencies involved in the Programme.

7.0 PERFORMANCE STANDARDS

Performance Indicators	Unit of Assessment	Performance Rating				
		Unsatisfactory	Needs Improvement	Acceptable	Requirements Met	Exceeds Requirements
		<30.0%	30.0%-49.9%	50.0% – 69.9%	70.0%-83.9%	84% – 100%
ADMINISTRATION						
Document control & submission compliance (file naming, versioning, completeness, submission format per MOHW agreed template)	Level of Compliance	Frequent non-compliance; missing items	Several resubmissions required	Minor deficiencies; generally compliant	Fully compliant; minimal corrections	Fully compliant; proactive, error
EXECUTION [PS1]						
Procurement Plan	working days	> 10	8–10	6–7	5	< 5
Procurement Documents	working days	> 10	8–10	5–7	On time (per Work Plan)	Early submission without quality loss
Procurement Reports	working days	> 10	8–10	5–7	On time (per Work Plan)	Early submission without quality loss
Procurement Plan implementation in accordance with agreed schedule.	Implementation rate (%)	>30%	31% - 45%	46% - 65%	65% - 75%	<76%
STAKEHOLDER & COORDINATION						
Stakeholder engagement Plan developed in accordance with workplan	Level of Compliance	Frequent non-compliance; missing items	Several resubmissions required	Minor deficiencies; generally compliant	Fully compliant; minimal corrections	Fully compliant; proactive, error
	working days	> 10	8–10	5–7	On time (per Work Plan)	Early submission without quality loss
Implementation of Stakeholder engagement Plan.	Implementation rate (%)	>30%	31% - 45%	46% - 65%	65% - 75%	<76%

8.0 EVALUATION

The Procurement Specialist will be required to complete a quarterly or semester evaluation, which shall be conducted at the end of each semester. The evaluation will seek to establish the performance of the Procurement Specialist in the execution of the contract over the period.

9.0 CHARACTERISTICS OF THE ASSIGNMENT

Procurement Method & Competition level	Request for Proposals - The assignment is based on an individual services contract arrangement.
Nature of the Assignment	The assignment is based on a services contract arrangement.
Location of Assignment	Kingston, Jamaica. Travel will be required to the affected Parishes of Trelawny, St. James, Hanover, Westmoreland and St. Elizabeth as well as other Government entities within and outside the Kingston Metropolitan Area.

Level of Effort	Full time level of effort, Mondays through Fridays. Some weekend or evening hours may be necessary.
Period of Contract	Twenty-Four (24) months, subject to an extension. Based on satisfactory performance.
Payment Method	Deliverable-based contract. Payments will be made upon submission of an invoice and approval of the deliverables of the assignment within the prescribed timelines, in accordance with the agreed work plan by the MOHW.
Funding	The Government of Jamaica will provide funding.
Reporting Arrangements	The Consultant's activities will be supervised directly by the Programme Manager for the HHRP . The Regional Health Authorities (RHAs) and the MOHW technical team will provide support as required. The officer shall have a maximum of 10 working days to accept, make suggestions, observe, or reject each report submitted by the Consultants.
Support	The Consultant will be required to provide all necessary tools to facilitate the assignment. Facilitation will be made with the RHAs and the Parish Management in the affected areas. The Project Management Unit will also be assigned vehicles that may be used by the Procurement Specialist in the execution of his/her duties.
Confidentiality and Data Protection	The Consultant shall treat all information obtained in the execution of this assignment as confidential and shall not disclose any such information to unauthorised persons. Any patient data or sensitive health facility information encountered shall be handled in compliance with applicable privacy laws and guidelines. This confidentiality obligation remains even after the contract ends.
Intellectual Property	The Consultant shall transfer to the MOHW the intellectual property of the products resulting from the contract and undertakes to deliver all the information gathered and may not use, either partially or totally, any product of this consultancy without written authorisation. Considering that the information handled is confidential, the Consultant may use it only as a professional portfolio and may not use, sell, distribute, or dispose of, in whole or in part, any product of this consultancy without written authorisation.
Travel	Travel is required under this assignment and must be included in the Bid Price.
Financial Arrangements	Consultancy payments will be made through the MOHW.

10.0 MINIMUM QUALIFICATION AND EXPERIENCE

The incumbent must meet the minimum required qualifications as detailed below

- **Education:** Master's degree in Business Administration, Management Studies, finance, law or any other relevant field.
- Training/Certification in Procurement and Contract Management
- **Experience:** At least 8 years of experience in procurement activities, management in projects financed by multilateral institutions. Demonstrated knowledge of GOJ's procurement laws, policies and procedures as well as procurement policies, practices, and procedures at least 1 other funding agency. Demonstrated knowledge of the Financial Administration and Audit Act

10.1 REQUIRED COMPETENCES

The Procurement Specialist should have:

- Effective leadership, interpersonal and communication (oral and written) skills
- Strong organization, problem solving, analytical, and decision-making skills
- The ability to command respect and to create a sense of community amongst the members of the project teams
- Good knowledge of techniques for planning, monitoring, and evaluating programs
- Sound business case development and approvals skills
- Sound understanding of the procurement process including negotiation with third parties. Experience with IDB/EU procurement processes/methodologies would be a definite asset
- Good knowledge of programme and project management tools and methods including familiarity with agile or scrum techniques. Must be able to put project management principles, and theory into practice
- Good knowledge of procurement management and resource allocation procedures
- Sufficient seniority and credibility to advise project teams on their projects in relation to the program
- The ability to find ways of solving or pre-empting problems through appropriate and timely mitigation measures
- Ability to resolve conflicts
- Ability to develop and maintain constructive relationships with multiple and diverse target audiences
- Strong attention to detail and thoroughness in work product
- Flexible, works independently, resourceful, meets deadlines and works well under pressure
- Proficiency in use of Microsoft office suite and other relevant computer applications and systems

11.0 Selection Criteria

Section A – Mandatory Requirements (Pass/Fail)

All bidders **must** meet the following mandatory requirements to proceed to the technical evaluation.

Mandatory Requirement	Submitted	Status (Pass/Fail)
Proof of Academic Qualifications	<input type="checkbox"/> Yes <input type="checkbox"/> No	
Proof of Training/Certification in Procurement and Contract Management	<input type="checkbox"/> Yes <input type="checkbox"/> No	
Signed Letter of Qualification	<input type="checkbox"/> Yes <input type="checkbox"/> No	
Signed Curriculum Vitae	<input type="checkbox"/> Yes <input type="checkbox"/> No	
Signed Fin-2, Fin-3, Fin-4 Forms	<input type="checkbox"/> Yes <input type="checkbox"/> No	
Tax Compliance Certificate valid as at the date of the deadline for bid submission	<input type="checkbox"/> Yes <input type="checkbox"/> No	
Bid Validity (90 days)	<input type="checkbox"/> Yes <input type="checkbox"/> No	

Only Individual Consultants meeting all mandatory requirements may proceed to scoring.

12.0 Section B – Technical Evaluation (70 Points)

Only Individual Consultants that score 75% or on the Technical Evaluation may proceed to the interview stage of the selection process.

Criteria	Points
Master's degree in Business Administration, Management Studies, finance, law or any other relevant field.	20
Training/Certification in Procurement and Contract Management	20
At least 8 years of experience in procurement activities, management in projects financed by multilateral institutions	10
Demonstrated knowledge of GOJ's procurement laws, policies and procedures as well as procurement policies, practices, and procedures at least 1 other funding agency.	20
Demonstrated knowledge of the Financial Administration and Audit Act	10
Proven track record of working effectively within multi-disciplinary and diverse teams	20
TOTAL	100

Interview Rating

Individuals with the highest score will be selected.

Criteria	Points
Demonstrate effective leadership, interpersonal and communication (oral and written) skills	15
Ability to explain actions that show strong organization, problem solving, analytical, and decision-making skills	10
Provided examples of their ability to command respect and to create a sense of community amongst the members of the project teams	5
Demonstrates good knowledge of techniques for planning, monitoring, and evaluating programs.	10
Provide approaches that shows sound business case development and approvals skills	5
Ability to outline their understanding of the procurement process including negotiation with third parties.	5
Explain and demonstrate their good knowledge of programme and project management tools and methods including familiarity with agile or scrum techniques. Must be able to put project management principles, and theory into practice.	15
Ability to explain and apply knowledge of budgeting and resource allocation procedures	5
Using case study show their ability to find ways of solving or pre-empting problems through appropriate and timely mitigation measures	10
Using case study show their ability to resolve conflicts	5

Using case study show their ability to develop and maintain constructive relationships with multiple and diverse target audiences	10
Using case study show their ability and proficiency in use of Microsoft office suite and other relevant computer applications and systems	5
TOTAL	100

13.0 OTHER REQUIREMENTS

- Willingness to work beyond normal working hours and on weekends, whenever the need arises