



Republic of Liberia
Ministry of Public Works
South Lynch Street



Liberia Urban Resilience Project
Monrovia, Liberia

REQUEST FOR EXPRESSIONS OF INTEREST (REOI)
INDIVIDUAL CONSULTANT'S SELECTION

COUNTRY: **Republic of Liberia**
NAME OF PROJECT: **Liberia Urban Resilience Project**
PROJECT ID: **P169718**
CREDIT/GRANT No.: **IDA-7112-LR and E0410-LR**
ASSIGNMENT: **Consulting Services for an Integrated Advisor for Own-Source Revenue Generation and Municipal Financial Management to support the Monrovia City Corporation and Paynesville City Corporation**
REFERENCE No.: **LR-MPW-369537-CS-INDV**

The Government of the Republic of Liberia has received financing from the World Bank toward the cost of the **Liberia Urban Resilience Project (LURP)** and intends to apply part of the proceeds for the **Consulting Services for an Integrated Advisor for Own-Source Revenue Generation and Municipal Financial Management to support the Monrovia City Corporation and Paynesville City Corporation.**

The objective of the Consultancy services (“the Services”) is to increase own-source revenue and improve financial management in the municipalities of Monrovia & Paynesville), to ensure the cities are capacitated to contribute to the maintenance of urban services and flood resilient infrastructure. Expected outcomes of this assignment include improved own source revenue generation processes and customized financial management tools and systems that increase fee and tax collection. The specific objectives of the engagement are:

- To provide technical assistance to the city government in MCC and PCC to improve their own-source revenue generation efforts.
- To support the development and implementation of sound financial management practices in the MCC and PCC.
- To build the capacity of staff in the MCC and PCC to manage revenue generation and financial management activities effectively.

The Ministry of Public Works (“the Client”) now invites eligible Individual Consultants to submit Expressions of Interest (EoIs) in providing the Services. The selection shall be based on qualifications, experience and skills of the candidate and followed by an interview. The qualifications, experience and competencies include:

- MA degree in Finance, Business Administration, or related field.

- Minimum 10 years of experience of establishing financial systems including identification of required hardware and software systems, and experience with increasing own source revenues.
- Minimum 5 years of experience with providing trainings and/or delivering capacity building programs.
- Experience in similar assignments related to Financial Systems, revenue generation and capacity building and experience with related tasks in the region will be required.
- Proficient English and excellent technical writing skills.
- A track-record of timely submission of high-quality deliverables

The consultancy is expected to last for a period of three years (36 months) and will be time-based. The consultant will be hired and work like an extended PMU staff. The initial contract duration will be for a period of one year (12 Months) with a probational period of three months, upon which the contract can be terminated or renewed based on performance after the inception report stage.

Further information can be obtained at the address below during office hours 0900 to 1700 hours from Monday to Friday excluding lunch hour (1300 to 1400 hours) and public holidays.

An Individual Consultant will be selected in accordance with Bank’s “Procurement Regulations for IPF Borrowers (“Procurement Regulations”) dated July 2016, revised in November 2017 and August 2018, and updated in November 2020.

For detailed Terms of Reference for this assignment with scope of assignment and specific tasks, qualifications and experience and other requirements, please visit the Ministry’s website:

<https://iiu-mpw.org>, <https://www.mpw.gov.lr> and www.emansion.gov.lr

Interested applicants may obtain further information including a detailed Terms of Reference upon submission of application to the following email address given below during office hours from 8.00 a.m.– 5,00p.m. Monday to Friday, excluding weekends and public holidays.

Expressions of Interest and CV must be shared through email written below on or before **August 2, 2023** at 15:00 hours (Monrovia Time) – clearly marked **“CONSULTANCY SERVICES FOR AN INTEGRATED ADVISOR FOR OWN SOURCE REVENUE GENERATION AND MUNICIPAL FINANCIAL MANAGEMENT TO SUPPORT THE MONROVIA CITY CORPORATION AND PAYNESVILLE CITY CORPORATION”**; and addressed to:

Project Coordinator

Liberia Urban Resilience Project

Ministry of Public Works

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**REPUBLIC OF LIBERIA
MINISTRY OF PUBLIC WORKS
LIBERIA URBAN RESILIENCE PROJECT (LURP)
P169718**

TERMS OF REFERENCE

**Consulting Services for an Integrated Advisor for Own Source Revenue Generation and
Municipal Financial Management to support the Monrovia City Corporation and
Paynesville City Corporation**

June 2023

I. INTRODUCTION

Urban development and disaster risk management are key elements of Liberia's medium-term national development strategy, the Pro-poor Agenda for Prosperity and Development (PAPD). The PAPD (2018-2023) emphasizes the role of urban areas, especially Greater Monrovia, in supporting the economic transformation necessary for the country to generate shared prosperity. Floods are highlighted in the PAPD as a cause of climate induced disasters. The National Disaster Risk Reduction and Resilience Strategy of Liberia (2020) aims to reduce and control the risks associated with flood, coastal erosion and windstorms in the Monrovia area. The PAPD is also cognizant of the extent of informality and lack of service access that has paralyzed the economy of Greater Monrovia.

Greater Monrovia is the largest agglomeration in Liberia, but decades of conflict have stalled investments and development. Land use in Central and Greater Monrovia is highly inefficient and unequal. There are high degrees of informality as it is estimated that 70 percent of the Greater Monrovia population is living in informal settlements. These settlements increasingly encroach into wetlands and reclaimed land. The city's piped water and sewage systems predate the civil wars, built to cater to a much lower population. Only 11 percent of Greater Monrovia's households have access to electricity and only about four percent have access to piped water, with the majority depending on water sources that are contaminated. Open defecation is rampant and waste collection rates are very low, impacting basic health especially within informal settlements. These trends hinder the potential of Greater Monrovia to provide a liveable and productive environment that connects workers to jobs and consumers to markets.

The Government of Liberia (GoL) is implementing a World Bank-financed Liberia Urban Resilience Project (LURP). The Project Development Objective (PDO) is to increase flood resilience and access to urban infrastructure in selected neighborhoods and to improve urban management in Liberia. The project has three components: (i) Climate Resilient Infrastructure and Urban Upgrading; (ii) Strengthening Integrated Resilient Urban Development Capacity; and (iii) Project Management. Under Component 2, the project intends to support both national and municipal government institutions responsible for urban planning in institutionalizing and strengthening urban management capabilities critical to efficient revenue generation, planning, and sustainable delivery and management of resilient infrastructure and services. The activities under this component will assist the participating cities to lay the necessary foundation for well-functioning urban centers that are prepared and able to reap the full benefits from subsequent interventions planned for the country and prepare them for second-generation/next-phase urban resilience projects.

Municipal Own Source Revenue (OSR) Generation is critical to increasing municipal capacity to carry out planning for the delivery and management of resilient infrastructure and services. City governments in Liberia currently function with an outdated and limited legal framework, inefficient development control processes, the absence of a land cadaster, and inadequate urban planning capacity and related enforcement. Responsibilities for urban planning, zoning, management, and permitting in Liberia are fragmented and capacity is weak due largely in part to inadequate municipal financing. Human and technological resources are limited or not existent. Under Component 2, this project will support mapping for municipal revenue generation for central business districts within the jurisdictions of the cities of Monrovia and Paynesville, using up-to-date modern technologies, as well as the institutionalization of sustainable financial management systems.

Municipal OSRs are low due to the centralization of property tax collection, inefficient arrangement for market sellers to pay fees, as well as inadequate systems to collect business registration revenues and waste management fees. Component 2 of this project includes support for cities in institutionalizing and strengthening urban management critical

for efficient revenue generation, planning, and delivery and sustainable management of resilient infrastructure. Activities include assessing, upgrading and modernizing the finance and municipal tax/fee processes and develop a fit-for-purpose system that increases municipalities' OSRs.

In addition to OSR, municipalities depend on central government transfers to cover salaries and some basic waste management activities. It is estimated that only 45 percent (800 tons) of domestic waste in the Greater Monrovia District is collected per day. Municipalities struggle with urban management activities such as waste management, urban planning, infrastructure maintenance and the provision of basic services due, mainly, to limited financial capacity. The governance of the Greater Monrovia District is divided amongst two city corporations, Monrovia City Corporation (MCC) and Paynesville City Corporation (PCC), and ten local authorities (nine townships and one borough currently managed by MCC). Municipal governments are responsible for waste management and limited police services (enforcement of municipal ordinances) within their respective jurisdictions. The Monrovia City Corporation (MCC) and Paynesville City Corporation (PCC) are the two largest cities in Liberia, with a combined population of over one million people. Both cities face significant challenges in generating own-source revenue and managing municipal finances effectively.

The Ministry of Public Works seeks to engage the services of an Integrated Advisor for Own Source Revenue Generation and Municipal Financial Management to provide technical support and guidance to enhance their revenue generation and financial management capacities.

II. OBJECTIVE OF THE ASSIGNMENT

The overall objective of this assignment is to increase own-source revenue and improve financial management in the municipalities of Monrovia & Paynesville), to ensure the cities are capacitated to contribute to the maintenance of urban services and flood resilient infrastructure. Expected outcomes of this assignment include improved own source revenue generation processes and customized financial management tools and systems that increase fee and tax collection.

The objectives of the engagement are:

- To provide technical assistance to the city government in MCC and PCC to improve their own-source revenue generation efforts.
- To support the development and implementation of sound financial management practices in the MCC and PCC.
- To build the capacity of staff in the MCC and PCC to manage revenue generation and financial management activities effectively.

III. SCOPE OF WORK & METHODOLOGY

The consultant will provide in-house advisory services and on-the-job capacity building for MCC, and PCC and the consultant will be physically based at MCC and PCC, with equal time allocated to each municipality.

The consultant will work in close coordination with other consultants financed under LURP Component 2, including a firm for Strengthening Urban Planning and Development Control Practices, an Integrated Advisor for Geographic Information Systems (GIS), a Solid Waste Management Consultant as well as any other consultants, government counterparts or project staff as needed. The work program shall be integrated with spatial planning and GIS activities financed under LURP Component 2.

Activities include baseline assessments, stakeholder activities to identify existing and possible additional sources of revenue, upgrading the finance management/reporting systems, municipal capacity building and training for a comprehensive upgrading of each municipal finance system with the aim to enhance OSR, through mapping, classifying and valuation of taxes/fees, building data infrastructure, managing relevant data and guiding municipalities in their engagement with the Liberia Revenue Authority (LRA) for the implementation of the 2022 Revenue Sharing Act. A pilot program for increasing OSRs shall be planned and carried out as part of this assignment.

- **General tasks**

- Conduct a desk review of relevant policies and laws including the Local Government Act, Revenue Sharing Act, and relevant literature on the focus of the assignment.
- Develop a comprehensive work plan for the assignment, in consultation with the MCC and PCC.
- Conduct a thorough assessment of the revenue generation and financial management systems in the MCC and PCC.
- Develop and implement strategies for increasing own source revenue for the MCC and PCC.
- Assess the human and technological capacities of the target municipalities with regard to municipal financial management and own source revenue generation.
- Provide an inception report, including a work plan, based on consultation with all relevant stakeholders to describe the methodology and timeline for carrying out the following tasks

- **Own Source Revenue related tasks**

- Review of municipal revenue generated over a period of 5 years and prepare projections for future OSR levels based on different scenarios and assumptions.
- Review and evaluate current applications and software used for OSR management
- Based on the reviews mentioned above, develop a Revenue Generation Plan for each target municipality, including public awareness campaign plans to support increased OSR
- Support implementation of the revenue generation plan through pilot programs based on the following:
 - In coordination with an integrated GIS Advisor, establish a GIS-based data management platform that stores tax and fee collection-related data (based on open source software) and develop/select a suitable (ideally free and open source) mobile data collection app, and define project parameters and survey for data collection in the field for increasing OSR. Survey and data parameters will be transferred to mobile devices for use in the field.
 - Complete the process of data collection and validation by gathering the necessary information and producing an inventory of existing location-based commercial activity. Field data will be combined with data from other sources with a focus on quality control. The data set will be owned and managed by the Municipalities and should include relevant commercial activities such as business structures, open markets, kiosks, and signs. Due to

the sporadic locations of businesses in Monrovia and Paynesville, the project is expected to cover commercial activities along primary and secondary roads.

- Develop training materials and provide training to municipal technicians in data collection, analysis and information dissemination in anticipation of updating and expanding the database for other planning activities.

- **Financial Management system related tasks**

- Assess the financial management systems of the target municipal governments and make recommendations for technological upgrades and/or replacement programs, tools, etc. and improved procedures to prepare an assessment report of the financial management systems in place, considering the following aspects
 - Accounting: Assess the accounting principles and procedures in place to determine whether finances (including OSRs) are properly captured, documented and reported in line with the Generally Accepted Accounting Principles (GAAP) and to assess if they fulfill the legal requirements and conform to government accounting standards, and to further establish how well the revenue generating system is protected from leakages and fraud.
 - Auditing: Assess the auditing procedures to determine whether the auditing standards are aligned with legal requirements and good practices to identify potential improvements of the used processes and systems.
 - Budgeting: Assess the budgeting concepts and processes that are in place at the target municipalities, identify any gaps and potentials for improvement and provide advice on the improvement of processes, systems, etc.
- Support the establishment of a financial management system and a digital payment system (to reduce cash interactions) at the target municipalities (if possible based on existing solutions and open source software) and provide training to all relevant staff in using the system
- Provide advice on relevant policies and regulations related to own source revenue generation and financial management.

- **Capacity building related tasks**

- Based on the tasks outlined above, conduct a capacity needs assessment and develop a training program for the target municipalities
- Carry out the training program by providing day-to-day/on-the-job training to relevant staff of the municipalities
- Develop training materials on own source revenue generation and financial management.

- **Monitoring and reporting related tasks**

- Provide recommendations from lessons learned during this project and a strategy/methodology for improving the new systems and expanding activities to other cities in Liberia (i.e. Buchanan, Ganta, Gbarnga).

IV. DELIVERABLES AND TIMELINES DURATION

The following table provides an overview of the deliverables and anticipated timeline.

Reports / expected outputs	Key components	Expected period for submission from contract signing
Output 1: Revenue Generation Plans		
Inception report covering the overall methodology .	<ol style="list-style-type: none"> 1. Identification/refinement/definition of the municipal financial problems/challenges and objectives 2. Detailed work plan 3. Methodology and approach 	2 Months
Preparation of draft Revenue Generation Plans	<ol style="list-style-type: none"> 1. Diagnostic assessment report of the revenue generation and financial management systems of the MCC and PCC. 2. Strategies for improving own-source revenue generation in the MCC and PCC. 3. Preparation of the draft Revenue Generation Plans 4. Validation of the draft Plans with the municipalities 	12 Months
Final Revenue Generation Plans including implementation plans (data collection methodology) and the monitoring and evaluation frameworks.	<ol style="list-style-type: none"> 1. Peer review of the Plan for best practices 2. Finalization of the Plan 	18 Months
Output 2: Financial Management Systems		
Stakeholders Consultation and Engagement Reports.	<ol style="list-style-type: none"> 1. Stakeholder mapping analysis 2. At least 2 (two) Stakeholder consultations at community levels per municipality (visioning, and presentation of draft plan) 3. Financial management policies, procedures, and systems for the MCC and PCC 4. Consultation & Engagement Report 	6 Months
Financial Management System Assessment and	<ol style="list-style-type: none"> 1. Review of financial management systems 2. Gap analysis 	12 Months

Recommendation Reports	3. Preliminary recommendations (3 options) for new system to include equipment specifications	
Output 3: Pilot Projects for Revenue Collection		
Revenue Collection Database	<ol style="list-style-type: none"> 1. Develop location-based database (GIS) of revenue streams in selected commercial areas for revenue collection 2. Train four (4) municipal staff in each municipality on database management and data collection 	20 Months
6-month report on Revenue Generation using the newly established systems in the pilot areas	<ol style="list-style-type: none"> 1. Preparation of Revenue Collection and Spending reporting template for municipal use and public reporting Finalization of the Implementation and resource mobilization plan 2. 6 month report on revenue generation using the reporting template developed 	26 Months
Develop Sustainable Capacity Building Programs for MCC and PCC	Build the capacity of PCC and MCC and clearly layout routine capacity building procedures on own resource mobilization and revenue generation	30 Months
Exit report on revenue generation, financial system operations, and capacity building	<ol style="list-style-type: none"> 1. Turn over report of revenue generation and financial system activities to municipal staff illustrating knowledge transfer and continued future use of systems. 2. Progress reports on the implementation of the work plan and achievement of objectives. 	36 Months

Duration of the Assignment

The consultancy is expected to last for a period of three years (36 months) and will be time-based. The consultant will be hired and work like an extended PMU staff. The initial contract duration will be for a period of one year (12 Months) with a probational period of three months, upon which the contract can be terminated or renewed based on performance after the inception report stage.

Deliverables are required to be submitted to the LURP Project Management Unit within the Ministry of Public Works and MCC and PCC respectively.

V. CONSULTANT QUALIFICATIONS

The consultant is required to have the following qualifications:

- MA degree in Finance, Business Administration, or related field.
- Minimum 10 years of experience of establishing financial systems including identification of required hardware and software systems, and experience with increasing own source revenues.

- Minimum 5 years of experience with providing trainings and/or delivering capacity building programs.
- Experience of similar assignments related to Financial Systems, revenue generation and capacity building and experience with related tasks in the region will be required.
- Proficient English and excellent technical writing skills.
- A track-record of timely submission of high-quality deliverables.

VI. REPORTING REQUIREMENTS

The consultant will report administratively to the Project Coordinator of the Project Management Unit (PMU) at the Ministry of Public Works. Technically, the consultant will report to the PMU's Urban Development Advisor and work with one main counterpart in MCC and PCC respectively.

MCC and PCC will make office space available for the consultant.

If and as needed, the consultant will present findings to the LURP Project Technical Committee and the Project Steering Committee.

All data collected under this assignment will be owned by the Republic of Liberia. The consultant will not be allowed to keep or use this data for any purposes outside and after this assignment. Any violation of this code of conduct by the consultant may result in serious consequences, up to and including termination and possible referral to legal authorities.