

TERMS OF REFERENCE:

**Energy expert(s)
required to assess how
transparency
and performance in the
Zambian energy sector
can be improved**



1. Introduction

CoST, the Infrastructure Transparency Initiative, is recruiting expert(s) to assess how the transparency and the performance of the Zambian energy sector can be improved.

CoST, the Infrastructure Transparency Initiative, is a UK registered charity and global initiative working across 21 countries in Africa, Asia, and Latin America to promote integrity, transparency and accountability in infrastructure investment. CoST has developed a suite of tools and standards that help governments, the private sector and civil society to improve infrastructure governance, enabling more informed decision-making, quality project delivery and better service delivery for citizens. It is now looking to better understand transparency in the energy sector, starting in Zambia, in partnership with the UK Government Centre of Expertise in Green Cities, Infrastructure and Energy.

The UK Government Centre of Expertise in Green Cities, Infrastructure and Energy delivers support to low- and middle-income countries seeking to accelerate the development of sustainable cities and resilient infrastructure. The Centre of Expertise is implemented primarily through the Green Cities, Infrastructure and Energy Programme (GCIEP), which is managed by a PwC-led consortium including Mott MacDonald, Engineers Against Poverty, Adam Smith International and MDY Legal.

Through their Deep Offer intervention, GCIEP is supporting the Government of the Republic of Zambia (GRZ) to advance the development of a consistent and effective energy procurement system. GCIEP is supporting GRZ's efforts to mobilise finance for new power projects to implement the Zambia's first Integrated Resource Plan (IRP). This will be achieved by supporting the design of a robust public procurement framework and the operationalisation of Open Access market reforms.

In Zambia, CoST is supporting the GCIEP team to strengthen the governance and institutional frameworks in the energy sector by identifying how the transparency of the sector can be improved. This will be achieved by mapping the performance and integrity risks across the energy investment lifecycle, including renewables and carbon-fuelled power generation and transmission.



CoST has developed the Open Contracting for Infrastructure Data Standard that has assisted governments to publish, standardised and structured open data on over 80,000 infrastructure investments worldwide. However, few of these investments have been in the energy sector. The outputs from this intervention will be used by CoST to inform its approach to transparency in the energy sector, including assessing whether new data points are required to better understand the sector's performance and integrity. It is also anticipated that the approach will be used more widely in GCIEP programming. These Terms of Reference (ToR) set out the scope of work, timeline and application process for this consultancy assignment.

2. Scope of work

The assignment will be implemented over an initial five-month period (November 2025 – March 2026) and will comprise two objectives.

Objectives:

- a. To map the performance and integrity risks across the lifecycle of energy investment in Zambia (i.e. identification, preparation and financing, procurement, construction, operations and maintenance).
- b. To recommend the data points that will mitigate these risks and improve the transparency and performance of the energy sector in Zambia.

Achieving the above objectives is likely to require the completion of the following activities:

Activity 1: Summarise the current challenges, performance gaps and the potential benefits from improving transparency in the Zambian energy sector.

Activity 2: Map and categorise the different stakeholders involved in the Zambian energy sector, their role and responsibilities, and their potential interest in using open and accessible data.

Activity 3: Consult with stakeholders in country and internationally, such as Transparency International Zambia and the Energy for Growth think tank, to identify i) pre-existing work on transparency in the energy sector ii) local nuances and patterns in energy infrastructure development, and iii) the data that is needed to understand and potentially resolve performance issues.



Activity 4: Assess the applicable policy, legal and regulatory framework, and enabling conditions across the lifecycle of energy investments in Zambia to identify potential integrity and performance risks.

Activity 5: Categorise the above risks using comparative country frameworks and international standards.

Activity 6: Identify the data points critical to mitigating the identified risks and consult with stakeholders to validate their suitability and relevance.

Activity 7: Develop a short report summarising the findings from the assessment and the recommended data points to help improve the transparency and performance of the Zambian energy sector.

The development of the data points is proposed to be delivered in the next phase of DOC intervention, followed by a pilot exercise to test their accuracy. The data points will provide a standardised approach to transparency for the Zambian energy procurement framework, to ensure competitive, accountable and efficient Open Access.

It should be recognised that there is the potential risk of delays on this project. These risks will need to be actively managed by the consultant and the team involved.

3. Outline timeline

Activity	Timeline
Summarising the challenges	December 2025
Mapping the stakeholders	December 2025
Stakeholder consultation	December – January 2026
Assessing the policy, legal and regulatory environment and identifying the risk	January – February 2026
Categorising the risk categories	February 2026
Report writing	February to mid-March 2026

It is estimated that the expert will require about 50 days over a 4-month period to complete these tasks.



4. The consultants

The consultant(s) will be experienced expert(s) with a proven track record in advising on governance, integrity and performance within the energy sector preferably in Zambia.

They will demonstrate a comprehensive understanding of the energy sector, including the institutional, regulatory and financial dimensions of energy investments. The expert will also possess in-depth knowledge of performance and integrity risks across the energy lifecycle and a clear understanding of practical mechanisms for mitigating such risks, including transparency tools, integrity frameworks and data-driven approaches.

5. Application process

If you wish to apply, please submit a CV outlining your relevant experience with a 3-4 page proposal by Wednesday 19th November 2025 to John Hawkins, CoST Programme Director (j.hawkins@infrastructuretransparency.org).

The proposal should outline how you would approach delivering the scope of work, a timetable and budget including your day rate and the number of days expected to complete the assessment plus and any potential expenses. The experts are encouraged to consider the suitability of the activities and propose alternative / additional activities that will contribute to meeting the objectives.

Interviews with preferred candidates will take place week commencing 17 November 2025.

Please contact John Hawkins if you have any questions about these ToR.