



## INTERNATIONAL INSTITUTE FOR DEMOCRACY AND ELECTORAL ASSISTANCE

### ANNEX B

Tender Reference No: **2025-11-078**

#### TERMS OF REFERENCE

**Assignment Title:** Construction of a New Building for the Mirabel Sexual Assault Referral Centre (SARC) Lagos

#### 1. Background

**1.1 This Rule of Law and Anti-Corruption (RoLAC) Programme is a 5-year (2023 – 2027) Programme that is funded by the European Union and is being implemented by the International Institute for Democracy and Electoral Assistance. The Programme is being implemented in 7 states – Abia, Adamawa, Anambra, Edo, Kano, Lagos, Plateau - and at the Federal level. The Programme seeks to build upon the successes of its Phase I Programme that was implemented from 2017 to 2022 and further consolidate justice sector and anti-corruption reforms in Nigeria, further reduce gender-based violence, and promote respect for human rights. Outcome 2 of the Programme is focused on improving access to justice for women, children, persons with disabilities and survivors of sexual and gender-based violence (SGBV) through the deployment of interventions intended to achieve the following Outputs:**

- Output 2.1: Strengthen inclusive legal, policy, institutional and operational frameworks for victims of violence, children and PWD to improve access to justice.
- Output 2.2: Improve the availability of referral mechanisms, including SARCs, multi-sectorial counselling services, and shelters to facilitate the provision of increased services for vulnerable groups.
- Output 2.3: Extend the availability of training and the coordination of legal aid providers to provide support for vulnerable groups.

**1.2 One of the objectives of the Rule of Law and Anti-corruption (RoLAC) Programme is to provide support for the establishment, effective operation and sustainability of Sexual Assault Referral Centres (SARCs) which provide emergency medical, psychosocial and justice support services for survivors of sexual and gender-based violence (SGBV). SARCs provide medical, psychosocial and justice support services to survivors of sexual assault free of charge, enabling their access to essential, urgent and lifesaving support; and fulfilling a critical service delivery gap for the vulnerable and disadvantaged, especially women and girls. SARC services are client-focused, a service supporting the client's wishes and entirely driven by the client's needs. Not only do SARCs attend to the physical and mental health of survivors, shielding them from the discrimination, blame and re-traumatization that can be experienced at other justice service channels, a SARC also documents critical information that can support effective prosecution and potentially fast track sexual assault cases through the justice system. During its first Phase (2017 to 2022), RoLAC provided direct funding for the establishment of 4 new SARCs; managing the delivery of technical support through the SARC Network Secretariat, to a total of 39 SARCs across 20 states and resulting in assistance to 32,889 SGBV survivors; over 60% of whom were girls under 17 years old.**

- 1.3 The Mirabel SARC in Lagos is the pioneer Sexual Assault Referral Centre (SARC) in Nigeria which provided the operational model and strategic framework that all other SARCs have followed. Mirabel SARC remains the strongest example of best practice in the delivery of sexual assault referral and response services across the country with the highest number of clients assisted of any SARC and still receiving the highest number of survivors seeking help, per month. Since it was established in 2013, Mirabel SARC has assisted over 8,600 survivors.
- 1.4 However, the Mirabel Centre is in dire need of new premises to continue to function effectively. The Centre currently occupies two small rooms in an over 10-year-old bungalow structure annexed to the Family Medicine Department within the Lagos State University Teaching Hospital (LASUTH) in Ikeja, Lagos. The wooden structure, which was initially built 11 years ago to temporarily house the construction workers and their equipment when the hospital was being constructed, has become weak and extremely fragile and now poses a safety hazard to staff and clients. Over the past 3 years, the Centre has had to deal with several structural and electrical emergencies which have had a significant negative impact on its operations. It is now clear that the Centre can no longer continue to operate out of the existing structure.
- 1.5 In response to a request from the Mirabel Centre, RoLAC will be funding the construction of a 3-storied (4 floors including the ground floor) steel container structure for the Mirabel Centre. This new construction will be erected on the same square footage currently occupied by the Mirabel Centre. The proposed containerized structure will offer a safe and hazard-free space for Mirabel clients and staff as well as provide a larger multi-room and multi-floor facility where more than one client can receive medical or counselling intervention in separate rooms at the same time: including spaces for legal and police interviews to take place.
- 1.6 RoLAC has carried out a needs assessment in consultation with the management of the Mirabel Centre, the management of the Lagos University Teaching Hospital (LASUTH) and the Lagos State Government; and based on the findings of the needs assessment, has developed architectural drawings, technical specifications and designs and a Bill of Quantities. The needs assessment has also identified structural specifications and requirements for the construction of internal and external physical accessibility features for persons with disabilities, including access for wheelchair users and the physically challenged to the full complement of Mirabel Centre services on the ground floor.
- 1.7 RoLAC is seeking a competent firm to execute the construction of a new building for the Mirabel Centre within an agreed scope, quality, budget and timeline. The Contractor that will be selected to carry out the work, must have strong, proven experience in civil engineering, particularly in the conversion of steel shipping containers into versatile and customized workspaces, in compliance with relevant regulatory standards and stipulations in Lagos State.
- 1.8 This assignment is expected to commence in the first quarter of 2026 and should be completed by the second quarter of 2026.

## **2. Objectives of the Assignment**

- 2.1. The objective of this assignment is the construction of a 3-storied steel container-based structure for the Mirabel Sexual Assault Referral Centre (SARC) in Lagos.

## **3. Scope of Work**

- 3.1. The successful Contractor will be expected to provide a suitable and experienced team that can quickly and efficiently carry out the required construction work, as well as provide any required tools and transportation for the team to and from the site. The successful Contractor shall provide all the necessary materials, tools and equipment, labour, supervision and other services for the

satisfactory and timely completion of the works in accordance with these Terms of Reference and its annexes. The Contractor will be expected to carry out the construction work in accordance with Drawings, Bill of Quantities and Technical Specifications provided under Annexes( 1-7) to these Terms of Reference; and in accordance with construction regulatory standards that are applicable in Lagos State, Nigeria.

**3.2. The Scope of Work outlined in these Terms of Reference is supplementary to the following documents and annexes, which must be exhaustively reviewed by bidders to inform bidding submissions:**

1. Annex 1. Architectural Drawings
2. Annex 2 Electrical Drawings
3. Annex 3 Structural Drawings
4. Annex 4 Mechanical Drawings
5. Annex 5A Report of Soil Analysis
6. Annex 5B Subsoil Geotechnical investigation report
7. Annex 6 Unpriced Bill of Quantities (BoQ) in Microsoft Excel format
8. Annex 6A- Container Selection Checklist
9. Annex 6B-Instruction to bidders
10. Annex 6C- Mirabel SARC glossary of abbreviations
11. Annex 7- Estimated Construction Timeline

**3.3. The Scope of Work will include the following activities:**

**3.3.1.consultations to ensure agreement on designs, plans, timelines, milestones, constraints and limitations.**

**The successful contractor must meet jointly with RoLAC C2 team, RoLAC's Quality Assurance Consultant, LASUTH Department of Works, the Lagos State Ministry of Works, Mirabel Centre management and LASUTH management to discuss, agree, revise (where identified to be necessary) and finalize on:**

- electrical, mechanical, structural and architectural drawings, technical specifications
  - health, safety and environmental guidelines and any other existing documentation,
  - applicable physical accessibility features for persons with disabilities as prescribed by the Lagos State Office of Disability Affairs (LASODA) or by the National Commission for Persons with Disabilities (NCPWD).
  - Adherence /compliance with applicable regulatory approvals from the appropriate Lagos State Government authorities.
  - Constraints and limitations identified by LASUTH and the Lagos State Government which will have implication for construction and what modifications or variations must be made.
  - Construction timelines .
  - Milestones and reporting requirements.
- **The successful contractor must meet with RoLAC C2 team, RoLAC's Quality Assurance Consultant and RoLAC Solar Inverter Adviser to discuss, agree, revise (where identified to be necessary) and finalise on:**
- the Priced Bill of Quantities (BoQ) that reflects the best quality available materials and current market prices of items
  - construction design features (e.g. roofing design and electrical wiring considerations) to support installation of solar inverter system
  - any other critical decisions

### **3.3.2. Prepare and submit the following finalized documents to RoLAC for approval:**

- A Priced Bill of Quantities (BoQ). Final version that reflects the best quality available materials and current market prices of items must be submitted to RoLAC in the prescribed excel template; and must be approved by RoLAC in writing as a confirmation of its acceptance
- Electrical, Mechanical, Structural, and Architectural drawings and technical specifications must incorporate Lagos State or other applicable health, safety, and environmental guidelines, as well as physical accessibility features for persons with disabilities as prescribed by the Lagos State Office of Disability Affairs (LASODA) or the National Commission for Persons with Disabilities (NCPWD). Final versions of these drawings and technical specifications should be submitted to RoLAC by email for validation and confirmation of acceptance.
- All regulatory approvals and building /construction permits required by the appropriate Lagos State Government authorities for this project should be submitted to RoLAC by email for validation and confirmation of acceptance.
- A document outlining constraints and limitations identified by LASUTH and the Lagos State Government which will have implication for construction. The document must include what modifications or variations the contractor will make to respond to constraints and limitations identified.
- A Construction Project Plan with timelines and milestones, including reporting milestones.

### **3.3.3. Site Preparation**

- Demolition and clearing of the site, where required
- **Site assessment:** Validate soil report and other conditions of the cleared site and prepare a report for RoLAC Confirming or expanding on the existing soil analysis report.

### **3.3.4. Shipping Container Selection, Purchase and Modification**

- Review the checklist provided by RoLAC which lists the specifications and standards that must guide shipping container selection and purchase.
- Identify shipping container dealers whose product meets specifications and standards provided by RoLAC. RoLAC's Quality Assurance Consultant will carry out physical inspections to guide decision making in this regard. Shipping containers that will be purchased must be structurally sound and must not have been used at any time to transport hazardous chemicals, industrial equipment or other materials that leave behind stubborn residues and odours.
- Purchase the shipping containers and transport them to site. Carry out any modifications or prefabrication work necessary.

### **3.3.5. Develop and implement a health and safety plan**

- Develop and implement a health and safety plan in accordance with policies and/or legislation related to occupational safety and health and employee worksite safety in Lagos state
- Ensure that every employee (including sub-contractors) associated with the execution of this contract complies with applicable safety and occupational health requirements, wears prescribed safety and health equipment, is able to report unsafe conditions/activities, and is aware of measures to avoid actions and conditions that may result in an accident. Personal protective equipment for anticipated hazards shall be provided to work site employees.

Worksite employees shall be instructed on the proper wear, maintenance, and limitations of the PPE.

- The contractor shall be responsible for employing appropriate safety measures and taking all other actions reasonably necessary to protect the life, health, and safety of the public and to protect adjacent and LASUTH-owned property in connection with the performance of the scope of work.

### 3.3.6. Construction

- Carry out the construction to the scope, standards, quality, budget and timeline agreed with RoLAC.
- Maintain minutes and records of all meetings and discussions held with RoLAC, RoLAC QA consultant and RoLAC partners; and forward same to RoLAC C2 team monthly, highlighting any key issues that need to be addressed.
- Maintain a permanent record of all RoLAC approvals, instructions, and correspondence with RoLAC and RoLAC QA consultant in the form of letters and emails
- Maintain an up-to-date status of delivery against the project plan to be made available to RoLAC C2 team monthly or whenever needed. Maintain up to date records of completed and remaining work and monitor expenditure against the Bill of Quantities
- Ensure compliance with technical requirements relating to internal and external physical accessibility features for persons with disabilities, including ensuring access by wheelchair users and the physically challenged, to the full complement of Mirabel Centre services on the ground floor.
- Immediately communicate any potential or actual issues or delays to RoLAC and recommend remedial actions to address them.
- Inspect and test all the materials, components or fixtures to be used in the construction and ensure their adherence to or compliance with agreed technical requirements and specifications

### 3.3.7. Completion and Close-Out

- Following final inspection and approval by RoLAC and RoLAC's QA consultant, provide As-built drawings that document the construction project exactly as it was built, including any changes and adjustments that were made.
- Provide to RoLAC signed off completion certificates, inspection reports, photos, videos, Operation and Maintenance Manuals, and any other relevant close-out documentation

## 4. Deliverables and Reporting Requirements

The following deliverables shall be expected to be submitted:

Activity	Deliverable	Deadline
3.3.1 consultations to ensure agreement on designs, plans, timelines, milestones, constraints and limitations	a) Notes of meetings with RoLAC C2 team, RoLAC's Quality Assurance Consultant, LASUTH Department of Works, the Lagos State Ministry of Works and Mirabel Centre management, LASUTH management to discuss, agree, revise (where identified to be necessary) and finalize on: <ol style="list-style-type: none"> <li>1. electrical, mechanical, structural and architectural drawings, technical specifications</li> <li>2. health, safety and environmental guidelines and any other existing documentation,</li> <li>3. applicable physical accessibility features for persons with disabilities as prescribed by the Lagos State Office</li> </ol>	To be submitted no later than 5 working days following the date of the meeting

Activity	Deliverable	Deadline
	<p>of Disability Affairs (LASODA) or by the National Commission for Persons with Disabilities (NCPWD)</p> <ol style="list-style-type: none"> <li>4. Adherence /compliance with applicable regulatory approvals from the appropriate Lagos State Government authorities</li> <li>5. Constraints and limitations identified by LASUTH and the Lagos State Government which will have implication for construction and what modifications or variations must be made</li> <li>6. Construction timeline</li> <li>7. Milestones and reporting requirements</li> </ol> <p>b) Notes of meetings held with RoLAC C2 team, RoLAC's Quality Assurance Consultant and RoLAC Solar Inverter Adviser to discuss, agree, revise (where identified to be necessary) and finalise on:</p> <ol style="list-style-type: none"> <li>1. the Priced Bill of Quantities (BoQ) that reflects the best quality available materials and current market prices of items</li> <li>2. construction design features (e.g. roofing design and electrical wiring considerations) to support installation of solar inverter system</li> <li>3. any other critical decisions</li> </ol> <p>Meeting notes must capture issues raised and discussed as well as actions agreed. They must be presented in Microsoft Word format, with names, designation of each participant listed, dated and signed by all parties.</p>	
<p>3.3.2. Prepare and submit finalized documents to RoLAC for approval</p>	<ul style="list-style-type: none"> <li>• Prepare and submit final Priced Bill of Quantities (BoQ). Final version that reflects the best quality available materials and current market prices of items must be submitted to RoLAC in the prescribed excel template; and must be approved by RoLAC as a confirmation of its acceptance</li> <li>• Prepare and submit final Electrical, Mechanical, Structural and Architectural drawings and technical specifications which have incorporated Lagos State or other applicable health, safety and environmental guidelines as well as physical accessibility features for persons with disabilities as prescribed by the Lagos State Office of Disability Affairs (LASODA) or by the National Commission for Persons with Disabilities (NCPWD). Final versions of these drawings and technical specifications must be submitted to RoLAC by email and approved by RoLAC as a confirmation of their acceptance.</li> <li>• All regulatory approvals and building /construction permits required by the appropriate Lagos State Government authorities for this project should be submitted to RoLAC by email for validation and confirmation of acceptance.</li> </ul>	<p>TBD</p>

Activity	Deliverable	Deadline
	<ul style="list-style-type: none"> <li>A document outlining constraints and limitations identified by LASUTH and the Lagos State Government which will have implication for construction. The document must include what modifications or variations the contractor will make to respond to constraints and limitations identified</li> <li>A Construction Project Plan with timelines and milestones, including reporting milestones</li> </ul>	
3.3.3. Site Preparation	If required, demolition and clearing of the site.	TBD
	Validate soil report and other conditions of the cleared site and prepare a report for RoLAC Confirming or expanding on the existing soil analysis report.	TBD
3.3.4 Shipping Container Selection, Purchase and Modification	Identify shipping container which meets specifications and standards confirmed RoLAC's Quality Assurance Consultant.	TBD
	Shipping containers purchased in accordance with approved specifications	
3.3.5. Develop and implement a health and safety plan	Health and Safety Plan. Developed in accordance with policies and/or legislation related to occupational safety and health and employee worksite safety in Lagos state	TBD
3.3.6. Construction	Minutes and records of all meetings and discussions held with RoLAC, RoLAC's QA consultant and RoLAC partners, highlighting any key issues identified by the contractor that need to be addressed	TBD
	All RoLAC approvals, instructions, and correspondence with RoLAC and RoLAC QA consultant in the form of letters and emails	TBD
	Monthly (or weekly as may be required by RoLAC) report of delivery (including achievement of milestones) against the project plan	TBD
	Monthly (or weekly as may be required by RoLAC) report of expenditure against the agreed BOQ	TBD
3.3.7 Completion and Close-Out	As-built drawings that document the construction project exactly as it was built, including any changes and adjustments that were made.	TBD
	Signed off completion certificates, inspection reports, photos, videos, Operation and Maintenance Manuals, and any other relevant close-out documentation	TBD

#### **4.0 Management and Organisation**

- 4.1 This assignment is expected to commence in the first quarter of 2026 and must be completed by the second quarter of 2026.
- 4.2 The delivery of this assignment shall be supervised by the RoLAC Component 2 Project Manager, in consultation with RoLAC's Construction Quality Assurance Consultant as well as RoLAC Lagos State Coordinator. Where necessary, field support, administration and logistics where necessary, shall be provided by the Component 2 Programme Officer and RoLAC Lagos State Programme Officer as appropriate.
- 4.3 **Subcontracting arrangements:** During the execution of the civil works, shall the main contractor be hiring subcontractors, the bid must clearly identify the subcontractor(s), contact information of subcontractor(s), and the work they will perform, including the share (%) in the bid that is planned to be subcontracted (the Bidder will provide all the necessary documents required in the tender notice/RFQ or additional information required by International IDEA/RoLAC related to the proposed subcontractor). IDEA/RoLAC will not refuse a Bid based upon the use of subcontractors; however, IDEA/RoLAC retains the right to approve or reject the specific subcontractors selected. In case of a change of subcontractors during contract implementation, the Contractor shall inform IDEA/RoLAC and obtain its written approval for the new subcontractor(s).
- 4.4 The relationship between the IDEA/RoLAC and the selected Construction Firm shall be as defined in this ToR and accompanying contract. Nothing therein may be construed as appointing the Contractor as a representative of IDEA /RoLAC or conferring on them the authority to make commitments on behalf of IDEA/RoLAC the programme.

#### **5.0 Monitoring and Evaluation**

**The performance of the contractor will be evaluated based on the following KPIs:**

- 1) Work performed in compliance with contract terms.
- 2) Timeliness of Work/Deliveries.
- 3) Prompt Handling of Complaints and effective correction of situations and conditions.
- 4) Communication and Accessibility.
- 5) Quality of Work/Service Provided.