



STATE DEPARTMENT FOR THE BLUE ECONOMY AND FISHERIES

MINISTRY OF MINING, BLUE ECONOMY AND MARITIME AFFAIRS

Kenya Marine Fisheries and Socioeconomic Development (KEMFSED) Project
P.O. Box 58187-00200
NAIROBI

Credit Number: IDA 65400
Project Number: P163980

Terms of Reference
for

CONSULTING SERVICES FOR DEVELOPMENT OF BLUE ECONOMY MASTER
PLAN FOR KENYA

(FIRMS SELECTION)

PROCUREMENT/CONTRACT REF NO.: KE-MOMBEMA-C2-2024-040-CS-QCBS

JULY 2025

Client:

State Department for the Blue Economy and Fisheries
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1 INTRODUCTION

1.1 PROJECT BACKGROUND

The Government of Kenya (GoK), through the State Department for the Blue Economy and Fisheries (SDBEF) and with support from the World Bank, is implementing the Kenya Marine Fisheries and Socio-Economic Development (KEMFSED) project, which aims at supporting the country in its efforts to leverage emerging opportunities in the Blue Economy. The project's overall objective is to improve management of priority fisheries and mariculture and increase access to complementary livelihood activities in coastal communities.

The KEMFSED project, which is implemented in Kenya's coastal counties namely Mombasa, Kwale, Kilifi, Tana River, and Lamu, aims at strengthening the management of fisheries that are priority to coastal livelihoods, thereby securing stocks at sustainable levels of harvesting through monitoring, control and surveillance. At the same time, the project aims at strengthening coastal households' access to complementary livelihood activities toward diversification of sources of household income to reduce dependence on capture fisheries. By improved management and conservation of marine and inland water resources, reducing illegal fishing activities, and enhancing the value of the fish products in the value chains, the sector is expected to improve its contribution to the overall economy.

The project comprises of the following three components:

- a) **Component 1: Governance and Management of Marine Fisheries** focusing on improving the management of marine fisheries in Kenyan waters. Fisheries governance interventions will be promoted through strengthened co-management of near shore fisheries, and **infrastructure development** to support the management of fisheries at both the national and county level.
- b) **Component 2: Coastal Community Empowerment and Livelihoods** contributing to the Project Development Objective (PDO) by strengthening livelihoods in coastal communities through a combination of technical and financial support for the implementation of livelihood, social welfare, and environmental subprojects; provision of scholarship grants and complementary capacity-building and mentoring of beneficiaries.
- c) **Component 3: Project Management** that support financially the project management at both national and county levels to ensure coordinated and timely execution of project activities.

1.2 Rationale for the development of the 10-Year Integrated Master Plan

Kenya is endowed with diverse marine and inland blue economy resources comprising of rivers, dams, lakes and the Indian Ocean. The inland water resources include lakes, dams and rivers of varying sizes.

These aquatic/blue resources are home to a wide range of life making them some of the richest ecosystems which provide diverse services that are beneficial to the human well-being, the environment and the economy. The socio-economic and ecological benefits include food and nutrition security from fisheries resources, tourism, shipping, mining, energy and ecosystem services such as carbon sequestration, water filtration, atmospheric and temperature regulation, protection from erosion and extreme weather events. As the pressure for land-based resources increases, the blue economy is receiving more attention, and with this there is a need to use these resources in a more sustainable manner.

Like many countries in Africa, Kenya has not maximally utilized her blue spaces for socio-economic development. The strategic location however, provides an opportunity for unlocking the potential for sustainable economic development. Historically, Kenya only emphasized on utilizing her blue spaces for transport, tourism and artisanal fishing while ignoring other resources as economic drivers.

Notable post-independence efforts by the Government of Kenya to harness the blue economy resources were made in the 1970s when the government embarked on a journey of facilitating industrial fishing and processing as well as maritime transport through provision of basic infrastructure and equipment. The Kenya National Shipping Line, the Kenya Fishing Industries, Kenya Fish Net Industry, the Government Clearing Agency and the Kenya Safari Lodges and Hotels are some of the entities facilitated through public private partnerships. These industries provided employment along the value chains. However, apart from beach tourism which succeeded, marine transport, industrial fishing, marine tourism and sport fishing were lost as emphasis shifted to land-based enterprises thereby losing the opportunity to become a maritime nation. The decline in these enterprises led to loss of employment opportunities and the contribution of the Blue Economy to the Gross Domestic Product (GDP).

At the global level however, there is a move towards utilization of the marine and aquatic spaces for sustainable socio-economic development. At the Pan Africa level, there are efforts to create wealth from Africa's oceans and seas by developing a dynamic sustainable Blue Economy in a secure and environmentally sustainable manner, hence the development of policy framework to guide the African States. A number of countries in the African region have undertaken an affirmative action towards unlocking the blue economic growth with positive social and economic benefits. Kenya wishes to join the rest of the world in sustainably undertaking Blue Economic growth as a new avenue for generating revenue and creating employment opportunities for the youth and other stakeholders.

The Constitution of Kenya safeguards the environment in article 42 and this provides a legal basis for exploring the existing and emerging blue resources such as oil and gas, mineral exploration and energy in an environmentally secure and sustainable manner. Further, sustainable blue economy has been identified as one of the priorities under the Kenya Government development agenda namely; Kenya Vision 2030 and Bottom-Up Economic Transformation Agenda (BETA).

Regionally, the African Union Agenda 2063 and globally UN Sustainable Development Goals No. 14 and 15 has recognized blue economy sector as having potential of promoting economic growth, social inclusion, and improving livelihoods.

In 2018, Kenya hosted the first ever international Sustainable Blue Economy Conference (SBEC 2018) alongside the Government of Canada and the Government of Japan. The focus of the conference was to harnesses the potential of oceans, seas, lakes and rivers to improve the lives of people, particularly women, youth and Indigenous peoples in developing states and to leverage the latest innovations, scientific advances and best practices to build prosperity while conserving our waters for future generations. The conference acknowledged the limited capacity of public sector to finance the scale of investments needed to realize a sustainable blue economy and the role of private sector to step in to bridge the financing gap. Further, the conference provided the platform for strategic deliberations on promoting the productivity, inclusivity and the sustainability aspects of the resources of a sustainable blue economy in an integrated, balanced and holistic manner. It also recognized the crucial role of science and research as an interdisciplinary approach for human geography, accounting, finance, policy development, implementation and evaluation.

1.3 Justification for the 10-Year Master Plan

As outlined in the Executive Order No. 2 of 2023, the State Department for the Blue Economy and Fisheries (SDBEF) among other is mandated to: Coordinate development of national oceans and blue economy strategy and policy; coordinate development of policy, legal, regulatory and institutional framework for the fisheries industry and the blue economy; drive sustainable transformation and diversification of the ocean's economy by promoting research and innovation; increase local participation and investment in the blue economy through private sector engagement and partnerships; and protection of Aquatic Ecosystems. Further, through interagency collaboration, support in enhancing maritime security and safety through securitization of landing sites as border points by registration of members of Beach management Units and to curb IUU fishing activities and related crime.

The development of blue economy in Kenya is expected to offer opportunities for a sustainable growth in a number of traditional and emerging economic sectors, which are considered as Blue Economy key priority sectors:

- i) **Increasing shipping/ port activities:** opportunity for the country to position itself, while addressing challenges such as pollution, inefficiency, climate risks, invasive alien species in ballast waters among others.
- ii) **Fisheries:** increased sustainable catches: to be achieved with reduced input costs and IUU fishing while food security and livelihoods to be enhanced by increased investments and restoring overexploited or collapsed fish stocks.
- iii) **Mariculture:** high potential for sustainable development, with use of efficient climate-smart technologies and offshore farming techniques.

- iv) **Coastal tourism:** impacts need to be minimized by introducing the real value of ecosystem services in development planning and by embracing activities with minimal impacts (e.g. ecotourism, nature-based tourism).
- v) **Blue energy:** in addition to increase of deep-water hydrocarbon exploration and exploitation, a high potential exists for the development of renewable energy (wind, wave, tidal, biomass, thermal conversion, and salinity gradients).
- vi) **Bio-prospecting:** the sustainable extraction of biological components (bacteria, algae, etc.) has a high potential for health care, food supplies, environmental remediation and energy production.
- vii) **Mining:** new materials (with potential uses in ICTs and renewable energy) are being explored for potential extraction and commercialization; measures are to be developed to ensure the sound management of the seabed natural capital and the procurement of optimal benefits in national EEZs.

The main challenges for the achievement of a true sustainable blue economy include:

- a) Climate change, pollution and loss of biodiversity and critical habitats
- b) Unsustainable fisheries practices and Illegal, Unreported and Unregulated (IUU) fishing;
- c) Low investment in the blue economy space
- d) Difficulty with coordination due to several sectors with mandate over the Blue Economy spaces using different policy and legal frameworks;
- e) Limited knowledge on the potential of the Blue Economy for Food and nutrition security, employment and revenue generation;
- f) Limited Blue Economy sectoral data and research capability
- g) Unsustainable tourism practices,
- h) Fast growing human population, the intensification of agriculture and unplanned urbanization of coastal areas

Therefore, a blue economy master plan is prerequisite as the country invests in the space with the aim to tap on the potential of blue based assets and to spur socioeconomic development and address challenges.

2 OBJECTIVE OF THE ASSIGNMENT

The objective of this consulting services is to develop a comprehensive and inclusive 10-year Integrated Master Plan that outlines strategic directions, policy interventions, sectoral priorities, investment frameworks and implementation mechanisms for sustainable exploration and exploitation of blue economy resources to spur economic growth in Kenya.

3 THE SCOPE OF THE CONSULTING SERVICES AND SPECIFIC TASKS

3.1 Scope

The scope of the assignment includes the following:

- i). Major inland lakes: Lake Turkana (6,405 KM²), Lake Victoria-Kenyan side (6% of the whole lake =4,128 KM², Naivasha (210 KM²), Baringo (129 KM²), Bogoria (34KM²), Lake Jipe (39 KM²) and Lake Nakuru (45 KM²)
- ii) the marine resources covering a surface area of approximately 250,000 square kilometers (almost half of Kenya land area) with a vast coastline of 640 km on the Western Indian Ocean including the maritime zones comprising of the internal water, territorial sea, the contiguous zone and the exclusive economic zone (EEZ). Kenya has also laid claim to the extended continental shelf with the Commission on the Limits for Continental Shelf which is awaiting arbitration.

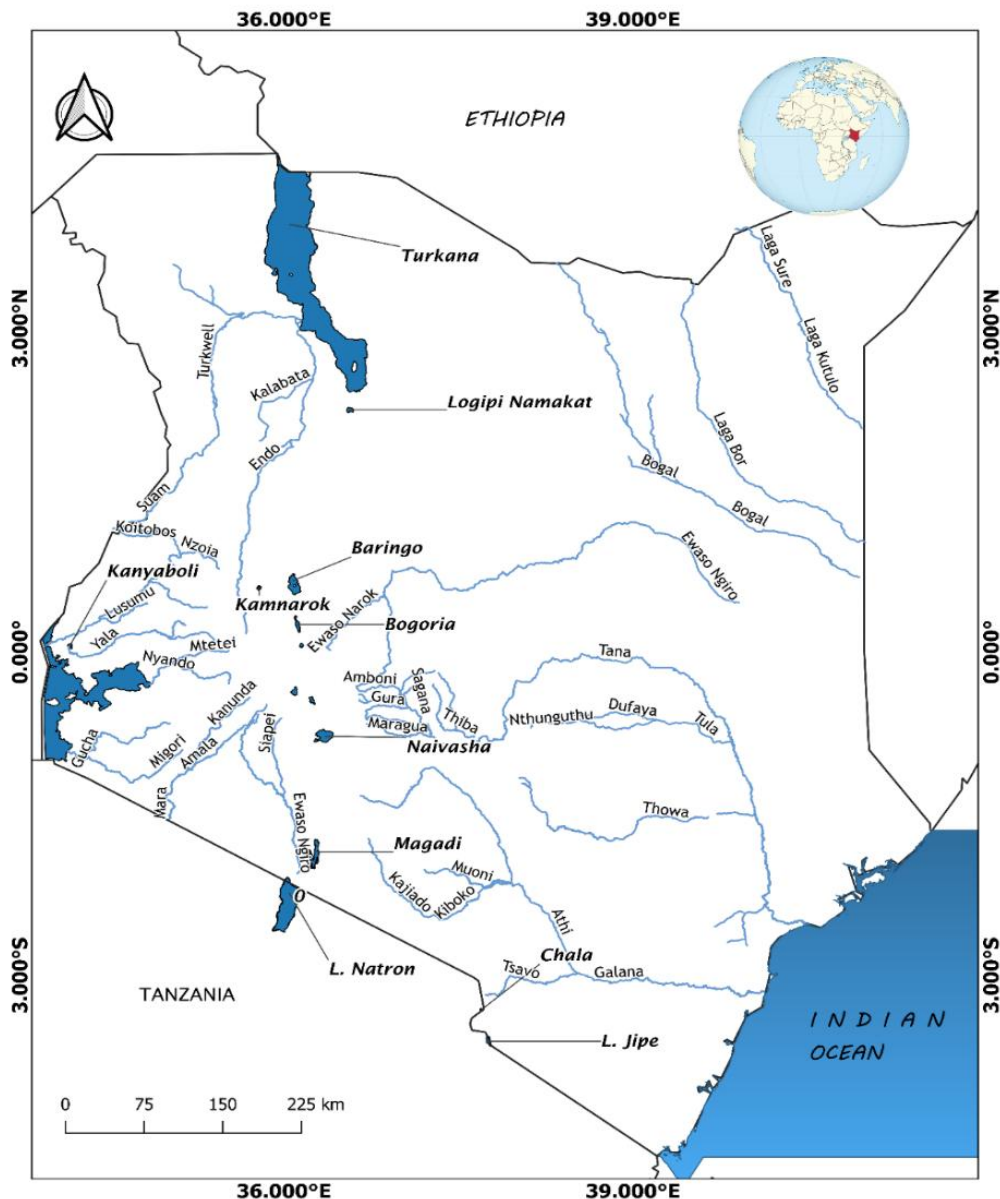


Figure 1: Map of the Blue Economy space

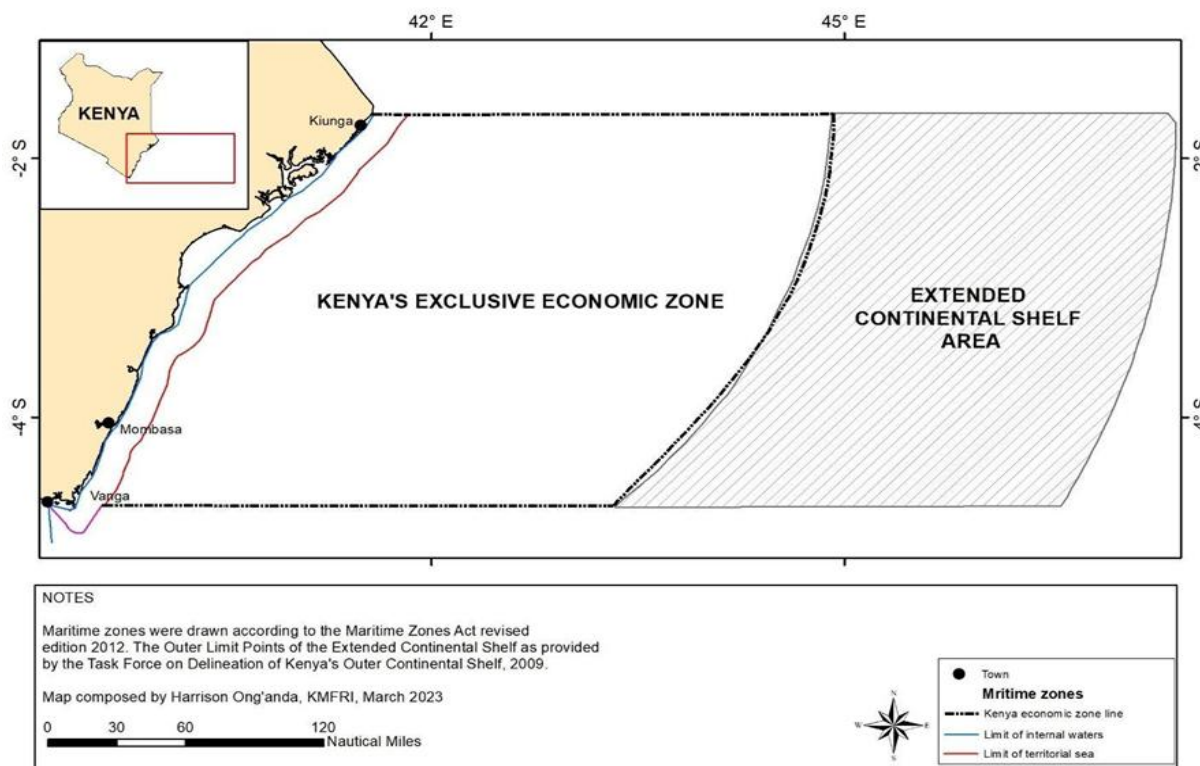


Figure 2: Maritime zones

The development of the master plan will be guided by existing blue economy frameworks, national and regional, and synthesis reports with focus on the above mentioned (chapter 1.3) Blue Economy priority sectors.

3.2 Key tasks of the assignment

The consulting firm is expected to work with the relevant technical experts to achieve the broad objective of this assignment. The specific tasks will include but not limited to:

- i. Conduct baseline assessments of the blue economy sector with respect to existing:
 - strategic and development plans,
 - investments (public and private),
 - Revenues streams, contribution to national GDP and employment,
 - key institutions, existing institutional capacities and gaps
 - Policy and legal frameworks at county, national, regional and global level,
 - fiscal and non-fiscal policies, such as tax regulations and incentives across the blue economy sectors including national funding envelope available for blue economy development;
 - Environmental status of the blue economy resources
 - Social safeguards including equity, geo-political, security and gender issues
 - constraints for each priority sector (see above), and

- climate change impacts and risks of the blue economy;
- ii. Undertake stakeholder analysis and mapping, and prepare stakeholder engagement plan for this activity.
- iii. In consultation with the client facilitate stakeholder consultations and workshops on development of blue economy masterplan
- iv. Based on the outcomes of the baseline assessments above and the stakeholder consultative engagements, identify priority issues, investment and institutional gaps and provide necessary strategies that will facilitate investments with recommendations on key actions and responsibilities to spur blue growth and implementation mechanism;
- v. Develop a master plan with an operational plan to implement a series of short-, medium- and long-term programs and projects for unlocking growth of the prioritized economic sectors to promote the governments development agenda on:
 - a) harnessing the full potential of the country's blue economy from the ocean and inland lakes;
 - b) creating economic opportunities in priority sectors (Chapter 1.3);
 - c) Creating jobs and inclusive growth;
 - d) Promoting infrastructural developments
 - e) intensifying and attracting investments by the private sector in the blue economy space; and
 - f) maintaining a healthy and functioning blue economy environment while enhancing climate resilience.
- vi. Propose an appropriate institutional framework and/or coordination mechanism for the effective and efficient implementation of the blue economy masterplan
- vii. Propose cost-effective fiscal and non-fiscal policies, regulatory and institutional reforms, capacity building or changes necessary to implement the master plan.
- viii. Prepare an investment plan, budget and Monitoring and Evaluation (M&E) framework for the implementation of the master plan
 - i. Prepare and submit comprehensive technical reports of the consultancy including stakeholder consultations and meetings reports.
 - ii. Submit a comprehensive final Blue Economy master plan;
 - iii.

4 DURATION AND LOCATION OF THE ASSIGNMENT

The duration of the assignment is seven (7) calendar months from the date of contract commencement.

The assignment will be implemented in counties within the scope of work as outlined in 3.1 above.

5 REPORTING REQUIREMENTS AND TIMELINES FOR DELIVERABLES

5.1 Schedule of deliverables

The consultant will be expected to deliver the following outputs:

Table 1: Reporting requirements

S/No.	Deliverables/Reports	Timelines for submission of deliverables after contract commencement	Format of submission
1.	Inception report outlining the work plan and methodology to deliver on BE masterplan and stakeholder engagement plan	1 month	2 hard copies and a soft copy
2.	Synthesis report as detailed in the key tasks of the assignment	2.0 months	2 hard copies and soft copy
3.	Interim progress Report of the master plan development process and stakeholder consultation reports	4.0 months	2 hard copies and a Soft Copy
4.	First draft BE master plan	5.0 months	Soft copies
5.	Second draft BE masterplan and final Technical reports	6.0 months	Soft copies
6.	Final Blue Economy Master Plan Report	7.0 months	1 hard copy and a soft copy

All draft reports shall be submitted in the subscribed format to the KEMFSED National Project

Principal Secretary
State Department for the Blue Economy and Fisheries
Ministry of XXXXX
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Attn; National Project Coordinator (NPC)
National Project Coordination Unit
Kenya Marine Fisheries and Socioeconomic Development (KEMFSED) Project

6 PAYMENT SCHEDULE

The proposed payment schedules based on satisfactory performance of the contract which will be negotiated with the successful consultant will be as presented in Table 2 below. Upon submission of every report, the consultant is expected to make a presentation of the submitted report to the Client in a scheduled meeting. The acceptance of the report shall be recorded in the minutes of the meeting.

Table 2: Proposed payment schedule

S/No.	Deliverables/Reports	Timelines for submission of deliverables after contract commencement	Percentage of the contract amount
1.	Submission and Acceptance of Inception report	1 month	20%
2.	Submission and Acceptance of the synthesis report	2 months	20%
3.	Submission and Acceptance of Interim progress report with annexes on stakeholder engagement	4.0 months	20%
4.	Submission and Acceptance of First draft masterplan (with clear actions and interventions, including financial mechanism and priority actions and plan for a sustainable blue economy in Kenya)		
5.	Submission and Acceptance Second draft BE masterplan	6.0 months	30%
6.	Submission and Acceptance Final Technical reports		
7.	Submission and Acceptance Final Blue Economy Master Plan Report	7.0 months	10%

7 MINIMUM REQUIREMENT FOR THE CONSULTING FIRM, QUALIFICATIONS AND EXPERIENCE

The Consulting firm shall have the following minimum qualifications and experience:

7.1 Core business and years in business:

The firm shall be registered/incorporated as a consulting firm with core business in the field of natural resource management and blue economy priority sectors and especially in developing of government policies, plans, and strategies or related fields for a minimum period of 15 years.

7.2 Relevant experience:

The firm shall demonstrate as having successfully executed and completed at least 2 No. assignments of similar nature, complexity and in a similar operating environment in the last 10 years. Details of similar assignments-Name and address of the client, scope, value, and period should be provided in the submitted Expression of Interest including enumeration of these similar past assignments.

7.3 Technical and managerial capability of the firm:

The firm shall demonstrate as having the requisite technical and managerial capacity to undertake the assignment in the submitted company profile(s). **Key Experts will not be evaluated at the shortlisting stage.**

8 TEAM COMPOSITION, QUALIFICATIONS AND EXPERIENCE FOR KEY EXPERTS

The Consultant shall have well-qualified and experienced professionals as required and appropriate for completion of the exercise. They should possess necessary resources to undertake services of such nature including equipment and software required to execute the assignment. The key professionals/expert shall personally carry out (with assistance of other non-key experts deemed appropriate) the services as described in this TOR. The key experts to be provided by the Consultants for this assignment will include qualified personnel with extensive international and regional experience are as follows: -

8.1 Team Leader - Blue Economy Development Expert

- a. A Minimum of Master's degree in natural resources management from a university recognized in Kenya.
- b. A minimum of 15 years of general experience in Blue Economy Sectors and in areas of economic, financial evaluation of natural capital projects, public-private-partnership financing, blue economy financing models, Environmental and Social safeguards policies
- c. A minimum of Six (6) years specific experience working with donor funded projects and/or government agencies implementing similar assignments in a leadership position in developing economies with details of successfully implemented at least two projects of similar size and complexity for a public sector institution in role of a Team Leader.
- d. Must a registered member of professional body recognized in Kenya with valid membership and current annual practicing license

8.2 Stakeholder Engagement Expert;

- a) A minimum of Master's degree in Sociology/Community Development/Gender studies, social/political or its equivalent from a university recognized in Kenya
- b) A minimum 10 years of general experience in social related studies, community development, especially in the maritime sector in east and sub-Saharan Africa
- c) A minimum (5) years of specific experience in socio-economic studies, community mobilization, Organizing and facilitating public participation, gender analysis and mainstreaming studies, social assessments, and social management plans in similar operating environment with at least one similar assignment.
- d) Must a registered member of professional body recognized in Kenya with valid membership and current annual practicing license.

8.3 Financial and Public-Private-Partnership (PPP) Expert;

- a) A minimum Master's degree in Finance and Economics, or finance and statistics and/or applied economics, international economics or any other related field from a university recognized in Kenya
- b) A minimum of 10 years' general experience in economic analysis, cost-benefit, financial modelling and evaluation of Blue Economy (BE) related projects.
- c) A minimum of 5 years specific experience in financial and economic studies, scenario forecasting, economic research methods, Monitoring and Evaluation and statistical analysis to examine and interpret data related to development issues,

- d) Atleast 5 years’ experience in formulation of strategies and operational programmes for private sector development and PPP promotion in the maritime sector;
- e) Knowledge of emerging best practices on enhancing private sector development and PPPs in blue economy sector within the sub-Saharan Africa;
- f) Expert in the assessment of value and impact of different interventions as well as translation of these assessments into actionable strategies for sustainable development;
- g) Ability to lead workshops on private sector development and PPPs;
- h) Must be a registered member of professional body recognized in Kenya with valid membership and current annual practicing license

8.4 Institutional, Public Policy and Governance Expert;

- a) A minimum of a master’s degree in law, public policy, economics, planning or any other related field from a university recognized in Kenya
- b) A minimum of 10 years of general experience in policy, planning and regulation setting specifically within the blue economy sector with practical analysis of the impact of various legal/regulatory interventions; legal and regulatory environment of the BE sector, and particularly in legal, institutional and policy analysis and formulation;
- c) A minimum of 5 years specific experience in similar assignments of carrying out legal and institutional related projects in Blue Economy in east and sub-Saharan Africa.
- d) Must be a registered member of professional body recognized in Kenya with valid membership and current annual practicing license.

8.5 Estimated Time Inputs for Key Experts

The number of key experts and the estimated time input for each key expert for the assignment are presented in Table 3.

Table 3: Estimated Time Inputs for Key Experts

S/No	Key and Support Staff	No.	Input staff- months
1	Blue Economy Development Expert-Team Leader	1	7
2	Stakeholder engagement expert	1	4
3	Financial PPP expert	1	5
4	Institutional, public policy and governance expert;	1	4
	Sub Total	4	19
	Non – Key Experts		
6	Data analyst	1	3
7	Environmental economist	1	3
8	Safeguards	1	3
9	Project Administrator	1	7
	Sub - Total	4	16
	Total	18	35

9 MANAGEMENT AND ACCOUNTABILITY OF THE ASSIGNMENT

The State Department for the Blue Economy and Fisheries is the Client for these services. The consultant will report to the National Project Coordinator, KEMFSED National Project Coordination Unit (NPCU) on behalf of the Principal Secretary, the State Department for Blue Economy and Fisheries. The National Project Coordinator working closely with the Component 1 Task Team Leader and the Director, Blue Economy Development Directorate will oversee the day-to-day running of the project in all matters pertaining to the assignment.

10 OBLIGATION OF THE CLIENT

- (i) The client, State Department for the Blue Economy and Fisheries (SDBE&F) through National PCU will provide all developed and available policies that can assist in this assignment,
- (ii) Organize meetings with relevant stakeholders as may be required by the consultant.

11 OBLIGATION OF THE CONSULTING FIRM

- (iii) The consulting firm will be answerable to the National PCU Coordinator on day to day operations, Component 1 Lead, Director, Blue Economy Development Directorate, SDBEF and will work closely with project staff in the execution and delivery of this consultancy;
- (iv) The consulting firm will be required to make his own travel and accommodation arrangements during consultations with different stakeholders to ensure the assignment is carried on smoothly and seamlessly within the timeframe provided;
- (v) The consulting firm will consult and include inputs from the stakeholders and is responsible for organizing and achieving the evaluation and delivering the final report.

12 PROPRIETY RIGHTS OF CLIENT IN REPORTS AND RECORDS.

- i. All the reports, data, and information developed, collected, or obtained from the implementing agencies etc., Client, and other Institutions during this exercise shall belong to the Client. No use shall be made of them without prior written authorization from the Client.
- ii. At the end of the Services, the Consultant shall relinquish all data, manuals, reports and information (including the database, codes, and related documentation) to the Client and shall make no use of them in any other assignment without prior written authority from the Client.