



FEDERAL GOVERNMENT OF SOMALIA
MINISTRY OF PORTS AND MARINE TRANSPORT

TERMS OF REFERENCE

**CONSULTANCY SERVICES FOR THE DEVELOPMENT OF A
PORTS AND MARITIME TRANSPORT POLICY**

**PROJECT NAME: SOMALIA-HORN OF AFRICA INFRASTRUCTURE
INTEGRATION PROJECT (SHIIP) – P173119**

DATE OF ISSUE: NOVEMBER 2025

1. Background and Context

The Ministry of Ports and Marine Transport (MPMT) of the Federal Republic of Somalia is tasked with revitalizing and regulating the nation's maritime transport sector to enhance its contribution to economic growth, regional trade, and sustainable development. Somalia's extensive coastline and strategic location offer significant potential for maritime-based economic activities, including shipping, fisheries, and offshore resources. However, the sector remains underdeveloped due to institutional fragmentation, weak regulatory frameworks, limited infrastructure, and inadequate safety and security protocols. Under the Somalia-Horn of Africa Infrastructure Integration Project (SHIIP), supported by the World Bank, MPMT seeks to address these challenges through a comprehensive approach to maritime transport development. This assignment focuses specifically on formulating a Somali Ports and Maritime Transport Policy and strengthening the institutional, regulatory, and operational foundations of the sector.

2. Objectives of the Assignment

To develop a comprehensive **National Ports and Maritime Transport Policy** that establishes a clear vision, guiding principles, strategic priorities, institutional arrangements, regulatory framework, and implementation roadmap for Somalia's ports and maritime transport sector.

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Specific objectives include:

1. To assess the current state of the maritime sector, including institutional, regulatory, operational, and infrastructural dimensions in Somalia.
2. To develop a National Ports and Maritime Transport Policy aligned with Somalia's development goals, regional priorities and international best practices.
3. To propose a robust regulatory and institutional framework to harmonize federal–member state responsibilities and ensure effective sector governance.
4. Establish strategic policy directions for ports development, to enhance maritime safety, security, and environmental protection in line with regional frameworks and international conventions, and trade facilitation.

5. Prepare an implementation plan with costed actions, monitoring indicators, and capacity-building measures to strengthen MPMT and relevant agencies for sustained sector management and development.

3. Scope of Services

The Consulting Firm shall perform the following tasks:

Task 1: Inception Phase

- i. Conduct an inception workshop with MPMT, FGS, FMS and key stakeholders.
- ii. Review existing laws, policies, port concession agreements, and maritime institutional arrangements.
- iii. Develop a detailed work plan, methodology, and stakeholder engagement strategy.
- iv. Identify and map all relevant stakeholders (government, private sector, international partners).

Task 2: Situational Analysis and Baseline Study

A comprehensive assessment covering:

2.1 Port Infrastructure and Operations

- i. Status of major ports (Mogadishu, Kismayo, Bossaso, Berbera, Hobyo, etc.)
- ii. Port governance (public, concession, PPP models).
- iii. Cargo handling capacity, bottlenecks, digitalisation, and hinterland connections.
- iv. Infrastructure gaps and investment needs.

2.2 Maritime Transport and Shipping

- Coastal shipping, cabotage, and liner services.
- Maritime logistics chains.
- Trade facilitation and customs processes.

2.3 Maritime Safety and Security

- i. Maritime security architecture.

- ii. ISPS implementation.
- iii. SAR (Search and Rescue) capacities.
- iv. Compliance with IMO conventions.

2.4 Protection of Marine Environment

- MARPOL compliance.
- Marine pollution risks.
- Climate resilience and disaster response.

2.5 Legal, Regulatory & Institutional Frameworks

- Review of federal and FMS mandates.
- Maritime zones and governance harmonization.
- Gaps in legislation (ports law, maritime code, safety regulations, etc.)

Task 3: Stakeholder Consultations

- Organize consultations in Mogadishu and selected FMS capitals.
- Engage with ministries, port authorities, maritime police, private operators, fisherfolk associations, shipping agents, donors, and civil society.
- Capture stakeholder priorities, conflicts, and institutional concerns.

Task 4: Development of the National Ports and Maritime Transport Policy

Prepare the full policy draft, including:

4.1 Policy Vision, Principles & Objectives

Examples such as: sustainability, safety, competitiveness, security, PPP, climate resilience.

4.2 Strategic Policy Areas

- i. Port development & modernization.
- ii. Maritime transport & logistics.
- iii. Maritime education & workforce development.
- iv. Digitalization and innovation (single-window, port community systems).
- v. Private sector participation and investment attraction.
- vi. Inter-governmental coordination frameworks.

4.3 Governance & Institutional Roles

- i. Delineation of FGS–FMS mandates
- ii. Role of port authorities
- iii. Maritime Administration structure
- iv. Regulatory bodies and inspection regimes

4.4 Legal & Regulatory Reforms

- i. New/updated port legislation.
- ii. Maritime safety regulations.
- iii. Environmental protection regulations
- iv. PPP guidelines and concession oversight.

4.5 Governance and Institutional Roles

- Propose restructuring and capacity-building plans for MPMT and related maritime agencies, including delineation of Federal Government and Federal Member State (FGS–FMS) mandates.
- Defining the roles of port authorities, regulatory bodies, and inspection regimes.
- Develop mechanisms for inter-agency coordination and stakeholder engagement, supported by a clear maritime administration structure for effective governance.

Task 5: Maritime Safety, Security, and Environmental Protection

- Recommend measures to enhance vessel safety, port security, and pollution prevention.
- Propose systems for search and rescue, accident investigation, and emergency response.
- Integrate climate resilience and blue economy principles into sector planning as guided by the Ports and Maritime Transport Policy.

Task 6: Capacity Building and Training

- Design and deliver training programs for MPMT staff and maritime professionals.
- Develop manuals, guidelines, and standard operating procedures.

Task 7: Implementation Plan

The plan should include:

- i. Priority actions (short, medium, long-term).
- ii. Estimated costs and financing strategy.
- iii. Institutional strengthening needs.
- iv. Monitoring & Evaluation (M&E) framework.
- v. Risk assessment and mitigation measures.

Task 8: Validation and Finalization

- Present the draft Ports and Maritime Transport Policy and reforms to stakeholders for validation.
- Incorporate feedback and finalize all deliverables.
- Prepare a policy summary for high-level approval.

4. Key Deliverables

No.	Deliverable	Contents	Timeline	No. of Copies
1	Inception Report and work plan	<ul style="list-style-type: none">▪ Approach and methodology▪ Deliverable milestones/work plan▪ Responsibilities of each team member▪ etc	Two (2) weeks	2 hard copies and a soft copy in MS-word version
2	Comprehensive Port and Maritime Sector Diagnostic Report	<ul style="list-style-type: none">▪ Sector review▪ Legislative review▪ Draft Policy and regulations review▪ Institutional review▪ Human capacity review▪ Research and development review▪ Funding review▪ Environmental and social policiesreview▪ Benchmarking report findings	Six (6) weeks	2 hard copies and a soft copy in MS-word version
3	Stakeholder Consultation Report	<ul style="list-style-type: none">▪ Stakeholder identification process▪ Stakeholder engagement findings	Eight (8) weeks	2 hard copies and a soft copy in MS-word version

		<ul style="list-style-type: none"> ▪ Incorporation of stakeholder engagement findings 		
4	Draft Policy Document	Draft National Ports and Maritime Transport Policy	Ten (10) weeks	2 hard copies and a soft copy in MS-word version
5	Port and Maritime Sector Institutional and Regulatory Reform Proposal	Port and Maritime Sector Institutional and Regulatory Reform Proposal outlining specific reform areas	Twelve (12) weeks	2 hard copies and a soft copy in MS-word version
6	Maritime Safety and Environmental Action Plan	Implementation action plan for the policy	Fourteen (14) weeks	2 hard copies and a soft copy in MS-word version
7	Capacity Building Program	Capacity Building Program including needs assessment and skill development areas.	Sixteen (16) weeks	5 hard copies and a soft copy in MS-word version
8	Validation and Workshop Reports	Validation Workshop Report Incorporating comments and feedback from the relevant stakeholders	seventeen (17) weeks	2 hard copies and a soft copy in MS-word version
9	Final Ports and Maritime Transport Policy Document	<ul style="list-style-type: none"> ▪ Draft final policy documents ready for approval by the Government of Somalia, incorporating all relevant stakeholder feedback. 	Eighteen (18) weeks	30 hard copies with hardcover to be printed on quality of paper prescribed by the client. MS Word soft copy. PDF copy.
10	Ports and Maritime Transport Policy Implementation Plan	Implementation Roadmap for the policy	nineteen (1) weeks	30 hard copies with hardcover to be printed on quality of paper prescribed by the client. MS Word soft copy. PDF copy.
11	Executive Summary and Presentation Package	Executive Summary and Presentation to be presented for the Minister	Twenty (20) weeks	2 hard copies and a soft copy in MS-PowerPoint

5. Firm-Level Qualifications and Experience

Firm qualification and experience include:

- i. Core business and years in business:** The firm **shall** be registered/incorporated as a consulting firm with core business in any of the following areas: (i) Port Sector and Maritime Transport Studies; (ii) Port and Terminal Infrastructure Engineering; or (iii) Maritime / Ports Policy and Strategy Development; for a period of at least fifteen (15) years.
- ii. Relevant experience:** The firm shall demonstrate experience in: (i) Policy formulation and regulatory drafting for ports, shipping and marine environment; (ii) Advisory on maritime legal frameworks; (iii) Long-term port and transport sector planning; (iv) Economic, financial, and project feasibility studies for port infrastructure and maritime transport systems; (v) Environmental sustainability and marine-ecosystem advisory; and (vi) Institutional capacity building, training and stakeholder engagement. Additionally, the firm shall demonstrate successful execution and completion of at least two (2) assignments of a similar nature and in a similar operating environment in the last ten (10) years. Details of similar assignments - Name and address of the client, scope, value, and period should be included in the Expression of interest (EOI).
- iii. Technical and managerial capability of the firm:** The firm(s) shall demonstrate as having the requisite technical capability, which shall entail a description of relevant personnel, equipment, software, etc, and managerial capacity to undertake the assignment. Key experts will not be evaluated at the shortlisting stage.

6. Consultant's Team Composition and Expertise

Position	Role & Responsibilities	Qualifications & Experience
1. Team Leader / Ports and Maritime Policy Expert	Provide overall strategic direction, technical leadership, and management of the assignment. Ensure integration of all work streams and quality of deliverables. Act as primary liaison with MPMT and World Bank.	<ul style="list-style-type: none">• Advanced degree in Maritime Affairs, Economics, Transport, Public Policy, Business Administration, or related field.• 15 + years in maritime transport reforms, policy, or institutional strengthening.• Proven experience in 3+ similar assignments (developing/post-conflict contexts).

		<ul style="list-style-type: none"> • Strong stakeholder management and communication skills.
2. Ports and Maritime Legal and Regulatory Expert	Lead review and drafting of legal frameworks (e.g., Somali Maritime Code, vessel registration, port tariffs). Ensure alignment with UNCLOS, SOLAS, MARPOL, STCW. Advise on ratification and implementation.	<ul style="list-style-type: none"> • Advanced degree in Law (LLM or equivalent) specializing in Maritime /International /Commercial Law. • 8+ years in legal/regulatory maritime reforms. • Deep knowledge of IMO conventions • Proven legislative drafting expertise. • Experience working with government institutions on legal capacity.
3. Maritime Safety and Security Expert	Assess safety, security, and environmental practices. Develop compliance plans for ISPS, SOLAS, MARPOL. Establish Flag & Port State Control, accident investigation, oil spill response. Integrate climate resilience.	<ul style="list-style-type: none"> • Advanced degree in Maritime Safety, Environmental Science, Naval Architecture, or related field. • 8+ years in maritime safety/security/environmental management. • Expertise in IMO instruments, compliance, and risk assessment.
4. Environmental and Climate Resilience Expert	Ensure compliance with World Bank ESF and Somali regulations. Screen risks (e.g., displacement, pollution, biodiversity). Develop management and monitoring plans. Promote gender inclusion and community engagement.	<ul style="list-style-type: none"> • Advanced degree in Environmental Science, Social Sciences, or related field. • 8+ years applying safeguards in infrastructure projects (maritime preferred). • Specific experience with World Bank/IFIs safeguard policies essential.
5. Local Maritime Sector Liaison and Interpreter	Provide local context, stakeholder engagement, and knowledge transfer. Ensure cultural and political appropriateness of recommendations.	<ul style="list-style-type: none"> • University degree in Law, Engineering, Economics, or Maritime Affairs. • 8+ years in Somali maritime/port sector. • Strong knowledge of Somali governance structures. • Fluency in Somali & English mandatory.
6. Maritime/Ports Infrastructure	Lead technical assessment of port and maritime infrastructure. Provide engineering solutions for	<ul style="list-style-type: none"> • Advanced degree in Civil/Structural/Maritime Engineering.

& Operations Engineer	rehabilitation, expansion, and climate-resilient design. Advise on construction standards and PPP project feasibility.	<ul style="list-style-type: none"> • 8+ years in design, construction, or rehabilitation of ports/harbors. • Proven experience in infrastructure development in fragile/developing contexts. • Knowledge of FIDIC standards and World Bank infrastructure safeguards.
7. M&E and Implementation Planning Expert	Development of action plans, indicators, costing	<ul style="list-style-type: none"> • Bachelor's in Economics, Statistics, Development Studies, or related field. • 8+ years in Monitoring & Evaluation and project implementation planning. • Strong knowledge of M&E frameworks, data analysis, and results-based management.
8. Transport Economist / Logistics Expert	Trade facilitation, logistics chain analysis	<ul style="list-style-type: none"> • Bachelor's in Transport Economics, Logistics, Supply Chain Management, or related field. • 8+ years in transport economics, logistics planning, and trade facilitation. • Expertise in cost-benefit analysis, transport modeling, and logistics optimization.
9. Governance & Institutional Development Specialist	Federal/state governance, institutional capacity assessment	<ul style="list-style-type: none"> • Bachelor's in Public Administration, Governance, Political Science, or related field. • 7+ years in institutional reform, governance frameworks, and public sector capacity building. • Expertise in organizational restructuring, policy development, and intergovernmental coordination.
10. Translator – English and Somali languages	Translating written documents and verbal communications between English and Somali languages.	<ul style="list-style-type: none"> • Bachelor's degree in Linguistics, Translation, Communications, or a related field. Minimum of 3 years of professional translation experience in English and Somali, preferably in technical, legal, or maritime contexts. Excellent command of both English and Somali languages, with

		an understanding of cultural nuances.
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7. Duration

The assignment shall be completed within **6 months** from contract signing.

8. Estimated Staff Inputs

The contracted consulting firm(s) will provide the key experts listed below, including any support staff required.

Tabulated below are the estimated inputs by the key staff.

No.	Key Expert	Estimated Person-Months
1	Team Leader / Ports and Maritime Policy Expert	6 months
2	Ports and Maritime Legal and Regulatory Expert	4 Months
3	Maritime Safety and Security Expert	4 Months
4	Environmental and Climate Resilience Expert	2 Months
5	Local Maritime Sector Liaison and Interpreter	3 Months
6	Maritime/Ports Infrastructure & Operations Engineer	4 Months
7	M&E and Implementation Planning Expert	2 Months
8	Transport Economist / Logistics Expert	3 Months
9	Governance & Institutional Development Specialist	3 Months
10	English – Somalia Language Translator	1 Month
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Total Estimated Key-Expert Input:

32 expert-months

9. Non-Key Experts (Optional)

- Data analyst / GIS specialist
- Policy editor/technical writer

10. Payment Schedule

No	Deliverable	Payment (in % of the signed contract amount)
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1.	Upon submission and acceptance of inception report	20%
2.	Upon submission and acceptance of Diagnostic / Situational Assessment Report	30%
3.	Upon submission and acceptance of Draft National Ports and Maritime Transport Policy	30%
4.	Upon submission and acceptance of Final Ports and Maritime Transport Policy Document and Implementation Plan (Final Policy Package)	20%

11. Ethical and Safeguarding Requirements

- Compliance with UN/World Bank/EU standards (as applicable).
- Conflict-of-interest declaration.
- Data protection compliance.
- Explicit neutrality regarding existing port concessions or operators.

12. Language Requirements

- All deliverables in English
- Final Policy Package (all documents that form the final Policy package) also in Somali language

13. Reporting

The Employer (Client) shall be the Ministry of Public Works, Reconstruction, and Housing (MPWRH) of the Federal Government of Somalia. The Consultant shall report contractually to the Director General of the MPWRH, FGS. The consultant(s) report functionally to Director General of the Ministry of Ports and Maritime Transport who is also responsible for the clearance of the deliverables.

Copies of draft reports and the final consolidated documents and reports will be sent to MOPWRH, MOPMT, PCU, and the World Bank