



KENYA URBAN MOBILITY IMPROVEMENT PROJECT

TERMS OF REFERENCE

FOR

CONSULTANCY SERVICES FOR THE DEVELOPMENT OF

SUSTAINABLE URBAN MOBILITY PLAN FOR NAIROBI

METROPOLITAN AREA

IDA NO: KE-KRC-547888-CS-QCBS

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ACRONYMS

CIDP	County Integrated Development Plan
CoG	Council of Governors
EV	Electric Vehicle
GDP	Gross Domestic Product
GHG	Greenhouse Gas
GIS	Geospatial Information System
GoK	Government of Kenya
ICEVs	Internal Combustion Engine Vehicles
INTP	Integrated National Transport Policy
JICA	Japan International Corporation Agency
KeNHA	Kenya National Highways Authority
KeRRA	Kenya Rural Roads Authority
KPI	Key Performance Indicator
KRB	Kenya Roads Board
KUMIP	Kenya Urban Mobility Improvement Project
KURA	Kenya Urban Roads Authority
MRM	Monitoring and Results Measurement
MRTS	Mass Rapid Transit System
NaMATA	Nairobi Metropolitan Area Transport Authority
NGO	Non-governmental Organization
NIUPLAN	Nairobi Integrated Urban Development Plan
NMA	Nairobi Metropolitan Area
NMT	Non-Motorized Transport
NTSA	National Transport and Safety Authority
PIT	Project Implementation Team
PT	Public Transport
SESA	Strategic Environmental and Social Assessment

SDHUD	State Department for Housing and Urban Development
SDoR	State Department for Roads
SDoT	State Department for Transport
SPPP	Stakeholder and Public Participation Plan
SUMP	Sustainable Urban Mobility Plan
TOD	Transit Oriented Development

1. BACKGROUND

Kenya's primary economic hub, the Nairobi Metropolitan Area (NMA), spanning Nairobi, Kiambu, Machakos, Kajiado and Murang'a counties, accounts for over 40% of national Gross Domestic Product (GDP). The NMA has an estimated population of 10.4 million. Within it, Nairobi City has about 4.4 million permanent residents, with the daytime population swelling past 7 million on working days representing a 70% increase. As the country's principal "travel-to-work" region, the NMA generates intense daily trip demand, underscoring the need for an accessible, affordable and fully integrated transport system.

Nairobi Metropolitan Area Transport Authority (NaMATA) was established through Legal Notice No. 18 of 17th February 2017 to oversee the establishment of an integrated, efficient, effective and sustainable public transport system within the Nairobi Metropolitan Area consisting of the County Governments of Nairobi City, Kiambu, Machakos, Kajiado and Murang'a.

The Government of Kenya (GoK) in partnership with the World Bank intend to finance the implementation of the Kenya Urban Mobility Improvement Project (KUMIP). KUMIP, as proposed, will contribute to improving urban mobility and land use planning. The project will support formulation of urban transport policy, institutional strengthening, development of integrated transport systems such as Mass Rapid Transit System (MRTS), non-motorized traffic facilities and transit-oriented development (TOD) along the transport corridors.

The NMA experiences high volumes of traffic resulting in Nairobi being among the most congested city in the world. Motorisation has also been on the rise, which is intensified by the lack of efficient public transport systems mostly dominated by informal low occupancy capacity vehicles (*matatus*). Consequently, increased motorisation leads to increased accidents and environmental pollution. Urban sprawl is also a very common phenomenon; commuters in the NMA live in uncontrolled development areas far away from their workplaces leading to an increase in the amount of time spent on the road. This is further exacerbated by the lack of integration of transport and land use planning.

In NMA, the transport system primarily currently consists of the following modes of transportation:

1. Matatus (paratransit): Privately owned minibuses and vans operating along fixed and semi-fixed routes across the NMA, providing high-frequency, demand-responsive services.
2. Buses: Larger, scheduled buses serving key corridors and inter-municipal routes within the NMA.
3. Nairobi Commuter Rail Service: Suburban rail services offering affordable, longer-distance commuter connectivity between the city and surrounding NMA settlements.

4. Motorcycle Taxis (Boda Bodas): Widely used for short trips and as first/last-mile feeders to higher-capacity modes throughout the NMA.
5. Taxis and App-Based Ride-Hailing: Metered taxis and digital ride-hailing services available area-wide, offering point-to-point, on-demand trips.
6. Walking: A ubiquitous mode for short trips and for access/egress to public transport across the NMA.
7. Cycling: A growing mode, particularly on short and medium trips, with usage influenced by safety conditions and availability of cycling facilities.
8. Tuk-tuks (Three-Wheelers): Passenger tuk-tuks operating in major towns and settlements within the NMA, typically for short, local trips and feeder movements.

While the GoK has been implementing gradual reforms across the transport sector with the establishment of crucial institutions for the management and development of safe and efficient transport systems such as National Transport and Safety Authority (NTSA) and NaMATA and development of Integrated National Transport Policy (INTP), it is noted that urban transport has significantly lagged behind other sub-sectors. The sector experiences challenges related to weak institutions, insufficient staff capacity, inadequate framework for urban transport policy and planning and lack of adequate funding. The basic infrastructure for Non-Motorized Transport (NMT) is improving but still largely missing, despite more than 40% of the daily trips in urban areas relying on NMT modes. Moreso, an additional 40% of the daily trips are by public transport but the quality, reliability and safety of public transport systems in urban areas remain very poor, and the inter-modal linkages and connectivity offered are minimal if any at all.

1.1 Institutional Framework

Kenya's transport system operates within a multi-level policy, legal, regulatory and financing environment spanning transport, urban development, climate action and social inclusion. As a result, integrated planning is critical since there are multiple government agencies involved and therefore, coordinated urban transport planning will bring harmony at different levels.

The following policies govern the management of the transport system in Kenya:

- i. **Constitution of Kenya 2010:** Establishes devolution, assigns transport and roads functions between National and County Governments (Fourth Schedule) and requires cooperative governance. The Sustainable Urban Mobility Plan (SUMP) must align with these mandates and uphold constitutional principles of public participation, accountability, equity and sustainable development in NMA mobility planning and delivery.
- ii. **Intergovernmental Relations Act (IGRA), 2012:** Provides the legal mechanisms for National-County coordination, joint decision-making, information sharing and dispute

resolution. The SUMP will use IGRA-aligned structures such as the intergovernmental committees and agreements to harmonise transport planning and implementation across NMA jurisdictions and institutions.

- iii. **Integrated National Transport Policy 2012 and Subsequent Updates (2024 Review):** Sets the multimodal vision and obliges coordinated planning across road, rail and NMT. The SUMP must translate this integration principle into corridor/service, fare and information integration in the NMA.
- iv. **Nairobi Metropolitan Area Transport Authority Order, Legal Notice No. 18 of 2017:** Establishes NaMATA to plan, regulate and coordinate an efficient, effective, integrated public transport system within the NMA. To fulfil this mandate, the Authority is required to develop key foundational documents, including the SUMP for the NMA.
- v. **National Transport and Safety Authority (NTSA) Act, 2012:** Provides national road safety, vehicle/driver regulation and data mandates. The SUMP must align with NTSA standards and road safety action plans (speed management, inspections, data etc.).
- vi. **National Urban Development Policy 2016:** Directs sustainable urbanization, integrated land-use and transport planning, and improved urban governance, requiring the SUMP to embed TOD principles, inclusive access, and inter-governmental coordination.
- vii. **Kenya Roads Act, 2007:** Establishes and clarifies functions of Kenya National Highways Authority (KeNHA), Kenya Urban Roads Authority (KURA), Kenya Rural Roads Authority (KeRRA) and Kenya Roads Board (KRB). The SUMP must define how right-of-way, road space reallocation and asset delivery interfaces with these agencies in metro corridors.
- viii. **Kenya Railways Corporation Act (Cap. 397):** Establishes Kenya Railways Corporation and provides the legal framework for the development, operation and maintenance of railway services and railway assets. The SUMP will align with this framework by integrating rail into the NMA multimodal network while identifying interchange priorities, first/last-mile connectivity, service integration opportunities and station-area access improvements.
- ix. **Traffic Act (Cap 403):** Sets the legal framework for vehicle and driver licensing, traffic rules, offences, penalties and procedures. It also recognizes NTSA's role in registration and licensing and related functions. The SUMP will align with this framework by incorporating road safety and traffic management measures such as speed management, safer street designs, intersection and pedestrian crossing controls, enforcement of traffic rules, and compliance requirements for public transport operations.

- x. **Urban Areas and Cities Act, 2011 (revised):** Requires integrated urban plans and resident participation. The SUMP must comply with plan hierarchies and embed participatory mechanisms.
- xi. **Climate Change Act (2016) & National Climate Change Action Plan 2023–2027:** Requires low-carbon, climate-resilient development. The SUMP shall quantify GHG reductions and climate-risk resilience.
- xii. **Physical and Land Use Planning Act 2019:** Kenya’s principal statute for physical and land-use planning. It sets procedures for plan preparation, approval, zoning and development control (including change of use), and embeds integration across tiers. It also links plan-making to climate and resilience considerations. The SUMP shall ensure mobility proposals are integrated into the statutory planning system, consistent with approved plans, zoning and development control processes, and linking corridor and TOD interventions to land-use plans while embedding climate and resilience considerations.
- xiii. **Nairobi City County Non-Motorized Transport (NMT) Policy (2015):** Commits to safe, continuous walking and cycling networks and integration with public transport. The SUMP must scale NMT standards NMA-wide and hard-wire NMT priority into corridor designs and area plans.
- xiv. **County Planning Instruments Under the Urban Areas and Cities Act:** Including County Integrated Development Plans (CIDPs), County Transport/Traffic by-laws, and local road space/parking policies. SUMP shall ensure consistency for uniform application across NMA counties.
- xv. **National e-Mobility Policy, 2025:** Sets the national vision to position Kenya as a leader in the electric mobility transition and establishes a pathway towards a more sustainable, efficient and equitable transport system powered by e-mobility. It prioritises an integrated policy, legal and regulatory framework; development of e-mobility infrastructure (including targets for charging deployment and interoperability); promotion of Electric Vehicle-based (EV) public transport through a phased transition framework with defined timelines; data sharing to inform planning and infrastructure needs; and development of financing and insurance mechanisms to incentivise public transport operators to transition from Internal Combustion Engine Vehicles (ICEVs) to EVs. The SUMP shall align with this policy direction and translate it into an NMA-specific e-mobility roadmap and investment programme.

1.2 Problem Statement

Although several studies have been carried out such as Nairobi Integrated Urban Development Plan (NIUPLAN) and Harmonization Study of 2014, the achievement of an integrated urban mobility system has made little progress due to:

- a) Lack of a shared vision and long-term strategy among all players in urban mobility in the Nairobi Metropolitan Area.
- b) Lack of a comprehensive intermodal public transport network with proper route mapping.
- c) Fragmented and overlapping roles and responsibilities in urban transport between national and county entities.
- d) Lack of coordination in the commissioning of studies and implementation of recommendations and plans relating to urban transport.
- e) Inadequate and fragmented funding and financing frameworks for integrated urban transport infrastructure in the NMA.

In addition, aspects and principles of road safety, Non-Motorized Transport (NMT), green mobility, universal accessibility and social inclusion are not adequately addressed or integrated and therefore, a Sustainable Urban Mobility Plan is required to satisfy the mobility needs of people and businesses in the NMA. The SUMP shall build on existing planning practices and take due consideration of sustainability, integration, participation and evaluation principles of:

- Improving accessibility for all, regardless of income and social status.
- Enhancing quality of life and the attractiveness of the urban environment.
- Improving road safety and public health.
- Reducing air and noise pollution, greenhouse gas emissions and energy consumption.
- Economic viability, social equity and environmental quality.

While the SUMP will propose integrated transport infrastructure and systems, outcomes will depend on how people and organisations actually use them. Travel behaviour in the NMA is shaped by affordability, convenience, safety perceptions, reliability, social norms and information availability. Without deliberate behaviour change measures such as user-centred service design, incentives, marketing, safety campaigns and enforcement, new infrastructure may be underutilised and intended mode shift may not be achieved.

2. OBJECTIVES OF THE CONSULTING ASSIGNMENT

The overarching objectives of this Consultancy are:

- i. To develop a comprehensive Sustainable Urban Mobility Plan (SUMP) for the NMA to guide the development of inter-modal and multi-modal urban transport network and provision of seamless urban transport services.
- ii. To develop a long-term plan for urban transport development in NMA, focusing on the movement of people and integrating the urban land use plans.

- iii. To support delivery of urban mobility improvement through sound plan development, active stakeholder engagement, institutional assessment and capacity building.

The expected outputs of the consultancy should ensure complete and comprehensive integration, interoperability and compatibility of mass transit operations, modes and services within the NMA.

3. SCOPE OF SERVICES

The development of the SUMP shall follow internationally recognized guidelines and other best practices and adapted to NMA's context. A collaborative approach with NaMATA is expected with SUMP development underpinned by comprehensive stakeholder consultation in order to support a shared vision for the metropolis and meet objectives set by those with a responsibility for delivery.

The study will focus upon the NMA, which is a functional urban area, different from the official administrative definition of NMA. Nairobi City is taken as the core employment and activity centre and therefore, the study area/functional urban area is defined as the travel-to-work area of Nairobi City and travel within and between its component parts. The NMA encompasses the Nairobi City County and the counties of Kiambu, Machakos, Kajiado and Murang'a with the precise definition of the study area is to be agreed with the client group.

The study will seek to use technology to increase accuracy and efficiency, maximising the use of Geographic Information Systems (GIS) and 'big data. Reporting will be in mixed media as appropriate and will seek to guide the study, facilitate discussions and engagement and enable client approval as required within the study stages. Innovation from the consultant regarding methodology and tools is encouraged whereby the study is developed and delivered effectively and efficiently.

Kenya Railways will be responsible for all procurement and finance/fund management under KUMIP as the implementing agency.

This assignment will be structured as follows:

Task 1: Inception Report and Mobilization

The study will commence with a start-up meeting with the client study management team to establish study approach and programme together with identification of consultation protocol and key stakeholders. Following start up, the consultant will:

- Review and develop the study methodology.
- Identify and research stakeholders to identify their relationship to the SUMP process and delivery. Stakeholders should include public, private and NGO organisations who have an interest in or role in the delivery of urban mobility ensuring representation of marginalised groups.

- Identify and review available secondary data that will form input to SUMP development.
- Consider and offer definition of the study area identifying the functional urban area and the wider, travel-to-work metropolitan area.

Task 2: Capacity Building, Training and Transfer of Technology Program

A Capacity Building, Training and Transfer of Technology Program is integral to this assignment and is intended to ensure that NaMATA, the Project Implementation Team (PIT) and partner agencies emerge from the consultancy with the institutional knowledge, technical skills, methodologies, datasets and tools needed to maintain, update and operationalize the SUMP after consultancy close-out.

The Consultant shall adopt a co-creation approach in the preparation of the SUMP, working in close collaboration with NaMATA staff and relevant stakeholders. To facilitate this, the Consultant team shall be domiciled at NaMATA offices for the duration of the assignment to enable daily interaction, joint planning and participatory implementation.

At a minimum, the Program shall include:

- 1. A Capacity Building Plan** prepared during inception and updated at each milestone, setting out the training needs assessment, target audiences (NaMATA technical staff, PIT members, county transport staff, partner agencies), training objectives, modalities (classroom, on-the-job, study tours where applicable), schedule and indicators of success.
- 2. On-the-job training and co-working** — the Consultant team, working alongside NaMATA technical staff in joint planning, modelling, GIS, stakeholder engagement and analytical sessions, supported by a co-working framework that guides day-to-day collaboration and knowledge exchange.
- 3. Methodology presentations and training sessions** at the outset of each major task and sub-task, covering objectives, methods, tools and data requirements, including cross-cutting topics such as stakeholder and public engagement.
- 4. Formal training workshops** on, at minimum: SUMP planning principles; transport modelling and demand forecasting; GIS and spatial analysis; data collection design and survey management; scenario development and multi-criteria appraisal; gender-responsive transport planning; road safety auditing; e-mobility planning; and stakeholder and public engagement.
- 5. Methodology guides, manuals and tools** to be transferred to NaMATA, including data collection forms and protocols, regional travel demand model user guide, GIS data dictionary, scenario appraisal templates, KPI monitoring framework and the Stakeholder and Public Participation Plan toolkit.

6. **Coaching and mentoring** of nominated NaMATA counterparts, with progressive transfer of responsibility from the Consultant to NaMATA staff over the duration of the assignment, reflecting an incremental approach that begins with the Consultant leading and mentoring and evolves to advising as NaMATA staff take on more ownership of enhanced processes.
7. **Lessons-learned reviews** at the end of each milestone, jointly facilitated by the Consultant and NaMATA, highlighting key accomplishments, issues and risks and how these will be addressed.

A minimum of **ten percent (10%) of total key-expert person-month inputs** shall be dedicated to capacity-building, training and transfer-of-technology activities. The Consultant shall report on the delivery of the Program and the achievement of capacity-building indicators in each progress report and in the Final Report.

Task 3: Development of Stakeholders and Public Participation Plan

A collaborative and consensus building approach will be adopted. This will ensure understanding, enable input and support agreement of the SUMP. It will further establish a means of communicating SUMP through both its development and implementation stages.

A Stakeholders and Public Participation Plan (SPPP) will be developed in consultation with NaMATA. This will represent an inclusive, participatory and practical approach for stakeholder and public engagement in urban transport sector. Inclusive approach ensures that voices and needs of children, elderly, persons with disabilities, women, girls and caregivers, are incorporated into the SUMP. Whilst defined to support SUMP development, it will also be defined in a form that can be adopted in the transport sector by national and county government agencies, as an approach for future and further transport development recognising that the standards and coverage of SPPP defined will go beyond current legal minimums. Specific tasks will include:

- In depth analysis of stakeholders needs, objectives, relationships and roles.
- The development of a SPPP outlining the timing of consultations, communication methods, feedback mechanism and stakeholder mappings. The Consultant shall propose innovative mechanisms for effective communication and engagement with stakeholders, using available technology considering the demographic and needs of those to be engaged. There will be an emphasis on effective public engagement and on analysing how engagement can be designed to support informed decision-making for transport development.
- Definition, attendance and timing of workshops that will be used to seek opinion, determine support, develop consensus and monitor SUMP development progress throughout the study programme.
- Creation of platform/opportunities to share global best practices, future technological developments (e.g., vehicles, new forms of mobility), climate concerns, digital economy trends and smart city initiatives, enabling them to contribute meaningfully to SUMP's direction.

- Definition of programme and responsibilities for engagement of stakeholders with clear definition of the roles of NaMATA and the consultant in support.
- Development of a marketing plan for SUMP implementation which builds upon the consultative framework used in its development.
- Document the outcomes of consultation events, capturing feedback, responses and suggestions for improvement in consultation summaries and clear identification of how consultation opinions will be used in SUMP development.

Task 4: Analysis of Existing Urban Mobility Conditions

The Consultant shall develop an Existing Urban Mobility Conditions Assessment to form the baseline for SUMP development. This would include, as a minimum, the following:

- Examine laws, policies and regulations shaping the mandates of transport agencies and those affecting NaMATA's own mandate and identify any gaps to plan and manage urban mobility.
- Review past and ongoing studies and data collected, relevant to urban mobility, including not only transport but also land use and demographics. The consultant shall assess the sufficiency of existing data to understand the travel demand and pattern.
- Undertake a critical gap analysis of existing data (if any).
- Determine and evidence the "functional urban area" in NMA, to form the geographic coverage of SUMP.
- Develop a methodology for primary data collection. The methodology will be innovative, supporting and developing from existing data, leveraging data collection and collation technology, be financially efficient and enable the establishment of a defensible evidence base for change defined within the SUMP. Programming of data collection should support the SUMP development process with particular attention paid to supporting consultation and the development of assessment and appraisal tools.
- Following approval of the data collection methodology by the client, the consultant will undertake data collection.
- Undertake performance assessments of transport system and infrastructure in the "functional urban area" in NMA. All motorized and non-motorised transport modes in the study area to be examined, including urban freight. The consultant shall prepare existing public transport and walking and cycling network in GIS-based layers/platforms that the client can utilize for planning.
- Analyse existing and future travel demand in the "functional urban area" in NMA. The Consultant shall carry out the assessment for all user groups, such as different socio-economic groups, genders, vulnerable users, understanding trends in urban development and planned land use.
- Conduct accessibility analysis to jobs and services, for active transportation, public transit and private vehicles. The consultant shall propose the methodology for accessibility analysis taking full account of universal access guidelines and agree with the client.
- Assess travel behaviour and user experience to complement the accessibility and travel demand analysis, including factors influencing mode choice and uptake of public transport and NMT (e.g., affordability, travel time and reliability, comfort, safety/security

perceptions, information availability/wayfinding, last-mile and transfer friction and universal access barriers). The Consultant shall propose and agree with the Client an appropriate methodology combining qualitative user research (e.g., focus groups/interviews) and quantitative tools (e.g., user satisfaction and/or stated-preference surveys), disaggregated by gender, age and disability status, to inform scenario design and prioritisation of interventions.

- Utilizing the secondary and primary data, conduct quantitative assessment to understand societal costs of transportation (collisions, congestion, air pollution, transport sector GHG emissions, etc.)
- Assess e-mobility readiness in the NMA, including existing EV uptake and initiatives, institutional coordination arrangements, availability/constraints of electricity supply and implications for charging, priority public transport services suitable for electrification, and any gaps in standards, safety, data systems and regulatory provisions.

Task 5: Development of Sustainable Urban Mobility Plan

Building on previous tasks, the Consultant shall prepare draft visions with preferred scenarios, target and outline of **Sustainable Urban Mobility Plan**, with planning horizon of **10 years** and **20 years**. The key tasks to be performed are as follows:

- **Establish Vision and Objectives:** Develop a comprehensive vision and urban mobility objectives for the Nairobi Metropolitan Area (NMA), aligning with existing national and NMA counties' strategies and covering aspects such as urban planning, economic growth, environment, social inclusion, gender equity, resilience, health and safety. Both vision and objectives will be developed through effective stakeholder engagement ensuring that both are considered as 'owned' by those instrumental to SUMP implementation. The consultant will define the means by which this will be achieved, how stakeholders will be involved and support NaMATA in undertaking defined engagement.
- **Scenario Development and Evaluation:** Develop scenarios, including a Business as Usual (BAU) scenario, as well as at least three (3) other scenarios. The Consultant shall identify and assemble a package of potential measures and policies, including land-use policies/levers, that would improve mobility within the NMA for each scenario. Scenarios will seek to support the approved Vision and Objectives as a foundation to develop, evaluate and select scenarios and priority measures for mobility improvements in the NMA. Scenarios will represent fully integrated transport networks, including public transport, walking and cycling networks, with a phased implementation approach that has a defined relationship to spatial planning and economic development of the NMA.
- **Establish Key Performance Indicators (KPI's):** KPI's will be derived from agreed vision and objectives. KPI's will be measurable and be both quantitative and qualitative for each plan horizon (typically in 5-year increments), outlining the desired changes and identifying what needs to be reduced, increased, or maintained across social, environmental and economic domains.

- **Develop the Transport Demand Appraisal Tool for Scenarios:** Based on the findings from preceding tasks, the Consultant shall propose the appraisal tool to be developed and the methodology for its development. The tool will build upon existing and/or prior versions of transport demand models developed by various agencies and stakeholders. The Consultant will assess the extent and type of methods used to develop the appraisal tool, input data and forecasts; software, hardware and personnel requirements for maintaining the models; as well as current institutional data governance, access, usage and sharing arrangements. The appraisal tool(s) may consist of a conventional transport demand model or may adopt an alternative approach that meets the needs of the study as defined by the consultant in agreement with the client. The results will be summarized in a Data, Modelling Audit and Needs Assessment report that will include recommendations for running and applying updates to the selected appraisal tool.
- **Appraisal of Development Scenarios:** The consultant will appraise each development scenario defining cost, economic, environmental, climate resiliency and social impact adopting methodology approved by international donor agencies. A preferred scenario will be recommended.
- **Technical Assistance for SUMP Approval and Adoption:** Provide technical assistance to NaMATA in preparation of presentation and approval documents in order to facilitate approval of the SUMP by the Nairobi Metropolitan Area Council and adoption by NMA counties and relevant transport agencies.

In carrying out Tasks 1 - 5, and any other subsequent tasks, the Consultant is expected to consider the outputs from previous projects including but not limited to the JICA-supported **Project for Capacity Building for Bus Operation Policy and Management in the Nairobi Metropolitan Area (NMA)**. NaMATA will provide the relevant documentation and information as needed.

Activities and output of Project for Capacity Building for Bus Operation Policy and Management in the Nairobi Metropolitan Area (NMA) - JICA supported	
Deliverables	Activities
Output 1: Current Public Bus Service in NMA is desktop-studied	1-1. To obtain existing Public Transport Development Policy, Strategy, and Master Plan 1-2. To desktop-study roles and responsibilities of the regulatory organizations and operator 1-3. To examine current situation of the public bus transport business in NMA 1-4. To desktop-study roles and responsibilities of the regulator and operator in other countries 1-5. To identify current problems and issues on the public transport services in NMA
Output 2: Integrated public transport system in NMA is examined	2-1. To obtain existing trip demand data and vehicle operation information 2-2. To examine current traffic situations and to estimate public transport passenger demand 2-3. To develop an integrated public transport network plan 2-4. To examine public transport operation plan and fare policy

	2-5 To formulate integrated public transport development strategies in NMA
Output 3: Sustainable administrative management system for the public transport service is formulated.	3-1. To launch Steering Committee for sustainable administrative management system 3-2. To examine distinct roles and responsibilities both for regulator and operator in the public bus transport business 3-3. To examine governance and institutional system of the public bus operators 3-4. To formulate a platform for administrative management system for the public transport service
Output 4: Capacity of the public transport bus management in the regulatory organization and operators are strengthened	4-1. To obtain knowledge and practical experiences on the public transport policies and planning 4-2. To acquire practical experiences on the public transport administrative management through pilot project 4-3. To prepare training program for operation managers, bus crews and vehicle inspectors 4-4. To carry out the training based on the program (Activity 403)
Output 5: Sustainable implementation structure for gender/vulnerable people mainstreaming in public transport sector is established	5-1 To formulate a platform of gender/vulnerable group sensitive working group 5-2 To implement pilot projects to improve more inclusive public bus services 5-3 To implement capacity-building workshop/training on gender/vulnerable group sensitive transport services 5-4 To formulate a roadmap for sustainable gender/vulnerable sensitive system

Source: JICA Expert Team

A Strategic Environmental and Social Assessment (SESA) of the SUMP will have been prepared concurrently by an independent Environmental Consultant, who is expected to work closely with SUMP consultant, to support the approval and adoption of the SUMP. The SUMP Consultant is expected to provide readily available information and coordinate with the consultant that will be responsible for preparing the SESA.

Task 6: Development of SUMP Implementation Plan

An implementation plan, with planning horizon of **10 years** and **20 years**, and for the preferred scenario will be defined establishing an implementation programme, financing of implementation and organisational responsibility for implementation. This will extend to the identification of potential funding sources and opportunity to involve the private sector. This will be accompanied by a risk register clearly identifying risks, risk ownership and means of mitigation. The implementation plan will consider:

- Institutional responsibility and development. This will require a review of roles and responsibilities among transport agencies and definition of responsibility and relationships for implementation.

- Identification of opportunities for amendments or new legislation to reinforce NaMATA's governance, authority and long-term funding, including possible revisions to the Executive Order and support for authorising legislation.
- Skill gaps and the need for capacity building.
- Regulations required to support implementation and identification of any gaps together with actions needed to plug identified gaps.
- Risk register. To include all delivery risks including financial, institutional, regulatory, environmental, climate resilience and social.
- Behavioural and user-outcome indicators such as mode share, ridership uptake, transfer rates, user satisfaction, perceived safety, walking/cycling uptake and compliance rates, together with a monitoring approach (baseline, targets and reporting frequency).
- The financing mechanism for the priority projects.

Task 7: Defining a Transport Data Repository

Much data that relates to transport, mobility and the sectors that influence mobility exists through previous studies. Such data exists in a variety of departments and is held in a number of different storage methods. This task will seek to understand what data exists and who holds that data and define a facility that might better store such data to maximise its effectiveness in guiding future transport development of the NMA. The output will be a definition of need and a strategy for the delivery of a transport data repository. Tasks will include, but not be limited to:

- **Institutional:** Assess the needs of all those holding and needing to access mobility data within government and in related government agencies at national and County level. Assessment would identify techniques used for data storage and management, current data management and analysis capabilities, staff training needs and information technology requirements. Determine objectives, benefit and dis-benefits for data sharing both internally within public agencies and for external organisations.
- **Regulatory:** Identify regulations regarding data collation, use and sharing in order to define regulatory gaps in enabling the objectives established for data sharing to be met together with the need to define regulatory issues relating to collection, storage and dissemination protocol.
- **Technical:** Methods of holding, managing and analysing data will be researched and defined drawing upon international experience in order to recommend an approach to be adopted by NaMATA together with a preferred database architecture that might be further developed as data is collected and needs evolve.
- Documentation of findings and recommendations in a transport data repository report, revising it based on feedback from NaMATA and stakeholders, and provide guidance on future data collection processes and frequency.

4. DURATION AND LOCATION OF THE ASSIGNMENT

4.1 Duration of the Assignment

This assignment is expected to last fifteen (15) months (65 weeks).

4.2 Location of the Assignment

The Consultant team will be required to be based in Nairobi, maintain an office in Nairobi, and carryout the consultancy service within Nairobi Metropolitan Area.

5. REPORTING REQUIREMENTS AND TIMELINES FOR DELIVERABLES

It expected that technical and discussion notes will be produced throughout the study to disseminate information and to enable discussion in addition to the specific reports identified within the tasks defined above. The following formal deliverables are required:

1. Deliverable 1: Inception Report
2. Deliverable 2: Interim Report
3. Deliverable 3: Data, Modelling Audit and Needs Assessment Report
4. Deliverable 4: Draft Sustainable Urban Mobility Plan Report
5. Deliverable 5: Transport Data Repository Report
6. Deliverable 6: Draft Final Report
7. Deliverable 7: Final Report

Each deliverable should include an Executive Summary of no more than 20 pages.

5.1 Delivery and Payment Schedule

Deliverable	Time from Commencement Date	Payment Milestones (%)
D1-Inception report Shall contain the study methodology, an initial review of baseline information and documents, stakeholder identification and work plan. The consultant shall establish an effective working relationship based upon collaboration between consultant and client with clear understanding of study methodology, work programme, data availability and initial definition of stakeholders to be consulted/involved.	2 months	10
D2-Interim Report Including existing context definition, capacity building and stakeholder consultation plan.	4 months	15
D3-Data, Modelling Audit and Needs Assessment Report Data collection and analysis together with appraisal tool definition.	6 months	15

Deliverable	Time from Commencement Date	Payment Milestones (%)
D4-Draft Sustainable Urban Mobility Plan Definition of vision and objectives, definition of appraisal tool, scenario definition and appraisal. Definition of preferred scenario. Each scenario will be supported by a qualitative and quantitative evidence base and be appraised using a multi criteria approach and related to Key Performance Indicators. A preferred scenario will be owned by stakeholders responsible for its implementation, and its delivery approach will be known and its risks understood.	10 months	25
D5-Transport Data Repository Report Definition of a transport data repository facility together with a strategy for its development in institutional, regulatory and technical terms.	10 months	5
D6-Draft Final Report Study summary with inclusion of implementation plan and data repository development strategy. It will consider comments on the preliminary report made by the Client and other key stakeholders, agencies and institutions.	12 months	10
D7-Final Sustainable Urban Mobility Plan Report The final report will consider comments on the Draft Final Report made by the Client and other key stakeholders, agencies and institutions	15 months	20

The Consultant shall submit 10 No. hard copies and a soft copy of each of the above deliverables to the following address;

The Director General
Nairobi Metropolitan Area Transport Authority
P.O. Box 30117 – 00100
32nd Floor, Prism Towers, 3rd Ngong Avenue, Upper Hill, Nairobi, Kenya.

5.2 Reporting Arrangement

Kenya Railways Corporation (KRC), as the implementing agency under KUMIP, will be responsible for all procurement and financial management, including fund management. Nairobi Metropolitan Area Transport Authority (NaMATA) will provide technical supervision, and the Consultant will report directly to NaMATA.

NaMATA will establish a Project Implementation Team (PIT)/Technical Committee composed of representatives from key stakeholders to provide technical oversight. The PIT/Technical Committee will review all consultant deliverables and provide consolidated comments, after which NaMATA will grant final approval.

The PIT/Technical Committee sits within the overall governance structure described under Section 8 (Management and Accountability) of this ToR. It operates below the Management Steering

Committee, which provides strategic direction and high-level oversight. Matters that cannot be resolved at the PIT/Technical Committee level shall be escalated to the Management Steering Committee through NaMATA.

The Consultant will:

- Report to NaMATA on day-to-day activities, with NaMATA serving as the main coordination point with the PIT/Technical Committee.
- Submit deliverables through NaMATA, which will circulate them to the PIT/Technical Committee for technical review before final approval by NaMATA.
- Provide regular progress updates and present technical findings to the PIT/Technical Committee during meetings held at least monthly or as required.

5.3 Data, Services, Personnel and Facilities to be Provided by NaMATA

NaMATA shall facilitate the timely and effective execution of this assignment by providing the following:

Personnel and Counterpart Arrangements:

- i. Designation of a senior NaMATA officer as the Project Coordinator and day-to-day point of contact for the Consultant.
- ii. Constitution of the Project Implementation Team (PIT)/Technical Committee and the Management Steering Committee as described in Section 8 (Management and Accountability) and convening of their meetings.
- iii. Nomination of NaMATA technical counterparts to work alongside the Consultant for capacity-building purposes under Task 2.

Data, Documents and Information:

- i. Provision, free of charge, of all relevant studies, plans, reports, datasets, GIS layers, models and other documents in NaMATA's custody that are relevant to the assignment, including outputs of the JICA-supported Project for Capacity Building for Bus Operation Policy and Management in the NMA, the Nairobi Integrated Urban Development Plan (NIUPLAN), the 2014 Harmonization Study and any other foundational documents.
- ii. Reasonable assistance in obtaining data, documents and information held by other Government Ministries, Departments, State Agencies, County Governments and parastatals.

Liaison and Access:

- i. Issuance of introductory letters and similar facilitation to enable the Consultant to obtain information and access from external authorities, county governments and stakeholder institutions.
- ii. Liaison with national Ministries and Departments, County Governments, transport agencies and other relevant State Agencies to support stakeholder engagement, data collection and consultation events.

Workspace and Meeting Facilities:

- i. Office space within NaMATA's premises sufficient to accommodate the Consultant's domiciled team for the duration of the assignment, with access to standard utilities (electricity, internet connectivity and ablution facilities) at no cost to the Consultant. Furniture, IT equipment, software, consumables, vehicles and other operational requirements shall remain the responsibility of the Consultant.
- ii. Meeting and workshop facilities at NaMATA, where available, for PIT/Technical Committee meetings, Management Steering Committee meetings and Board/Council briefings.

Decisions, Reviews and Approvals:

- i. Timely review of all deliverables and provision of consolidated written comments through the PIT/Technical Committee, with a target turnaround of fifteen (15) working days from receipt of each deliverable, and final approval by NaMATA thereafter.
- ii. Timely decisions on matters requiring Client direction (e.g., approval of methodology, definition of the study area, selection of preferred scenario, approval of Capacity Building Plan and Stakeholder and Public Participation Plan).
- iii. Coordination with the independent SESA Consultant to ensure timely sharing of information between the SUMP and SESA processes.

5.4 Obligations of the Consultant

The Consultant shall be solely responsible for the proper execution of the assignment in accordance with these Terms of Reference, the signed Contract and the World Bank Procurement Regulations for IPF Borrowers, and shall in particular:

Mobilization, Staffing and Facilities:

- i. Mobilize the proposed key experts, non-key experts and support staff in line with the schedule submitted in the Technical Proposal and finalized in the Inception Report.

- ii. Establish and maintain a fully operational project office, domiciled at NaMATA's premises, equipped at the Consultant's cost with all furniture, IT equipment, software (including transport modelling, GIS and statistical software), telecommunications, transport, supplies and other resources required to execute the assignment.
- iii. Not replace any key expert without the prior written approval of the Client. Any replacement shall be of equal or higher qualifications and experience than the original key expert.

Technical Execution:

- i. Apply internationally recognized SUMP methodology, adapted to the NMA context, and use technology, GIS and big-data approaches to maximize accuracy and efficiency.
- ii. Carry out all data collection, surveys, analyses, modelling, stakeholder engagement and reporting required under these ToR. The Consultant retains responsibility for the accuracy, validity and utility of all data used and produced under the assignment.
- iii. Deliver all reports and outputs in accordance with the agreed format, language and quality standards, and submit all deliverables in both hard copy and editable soft-copy formats (Microsoft Word, Excel, PowerPoint, GIS shapefiles/geodatabases, model files in native software format) such that all analyses are fully replicable by NaMATA after consultancy close-out.

Capacity Building and Knowledge Transfer:

- i. Implement the Capacity Building, Training and Transfer of Technology Program set out under Task 2 of the Scope of Services, dedicating at least 10% of key-expert person-month inputs to capacity-building activities, and progressively transferring responsibility to NaMATA staff over the duration of the assignment.

Coordination and Liaison:

- i. Coordinate with the independent SESA Consultant and provide all readily available information required for the SESA process.
- ii. Participate in, and where required facilitate, all PIT/Technical Committee, Management Steering Committee, Board/Council and stakeholder meetings and workshops, including preparation of all required briefing materials.

Confidentiality, Data Protection and Intellectual Property:

- i. Treat all data, documents and information received from NaMATA or any public institution as confidential and use them only for the purpose of this assignment.
- ii. Comply with the Kenya Data Protection Act, 2019 in the collection, processing, storage and sharing of personal data, including data collected through household surveys, focus groups and stakeholder engagement.
- iii. Assign to NaMATA all rights, title and interest, including all intellectual property rights, in and to all reports, data, documents, computer software (in source code and object code form) and other deliverables created or used under this assignment.

Ethics, Integrity and Safeguards:

- i. Comply with the World Bank's Anti-Corruption Guidelines, the Anti-Bribery Act of Kenya, 2016 and any applicable code of conduct, and immediately disclose any actual or potential conflict of interest.
- ii. Adopt and enforce a Code of Conduct for all team members covering professional conduct, prevention of sexual exploitation, abuse and harassment (SEA/SH), gender sensitivity, child protection and respectful engagement with vulnerable groups.
- iii. Comply with all applicable Kenyan laws, regulations and standards, including those relating to occupational safety and health, employment and taxation.

Quality Assurance and Reporting:

- i. Implement a Quality Assurance and Quality Control (QA/QC) plan covering all deliverables, with internal peer review by the Consultant's Quality Manager prior to submission to NaMATA.
- ii. Maintain professional indemnity and other insurances at levels specified in the Contract for the duration of the assignment and any agreed warranty period.
- iii. Submit monthly progress reports to NaMATA and present technical progress to the PIT/Technical Committee at meetings held at least monthly or as required.

6. MINIMUM REQUIREMENTS FOR CONSULTANT'S QUALIFICATIONS AND EXPERIENCE

The Consultant firm should have at least ten (10) years of experience in urban transport planning and the development of Sustainable Urban Mobility Plan (SUMP). They must demonstrate expertise in travel demand modelling and stakeholder engagement processes. Previous experience working in Sub-Saharan Africa or similar contexts is preferred.

7. REQUIREMENTS AND ESTIMATED TIME-INPUTS FOR THE KEY EXPERTS

7.1 Requirements for the Key Experts

The Consultant proposal and team are required to include the following experts:

Team Leader: Master's degree in urban transport planning and at least fifteen (15) years of experience in urban transport planning, project management, or transport engineering. Experience in the development of integrated transport plans in Sub-Saharan Africa is preferred.

Senior MRTS Services Planner/Expert: Advanced transport qualifications and at least fifteen (15) years of experience in transport planning, project management, or transport engineering. Experience in MRTS corridor design, street design, PT System reform, management and implementation is required.

Public Transport Planner/Modeller: Advanced transport qualifications and at least ten (10) years of experience in travel demand modelling and transport surveys. Experience in bus-based service planning, rail planning/integration and development of integrated transport plans in Sub-Saharan Africa is required.

Urban Planner (Land use/Transport): Advanced urban planning qualifications. At least ten (10) years of experience in urban planning including integration of transport and land use, last-mile connectivity and integrated transport development. Specific experience in urban mass transit service planning is required. Experience in the development of urban planning in Sub-Saharan Africa is preferred.

Urban Designer/Civil Engineer: Master's degree in urban design or civil engineering. S/he shall have at least ten (10) years of experience in street design. Experience in the design of mass rapid transit, public transport stations, walking, and cycling facilities is required. Experience is also needed in costing of utility relocation.

Traffic Engineer/ITS Specialist: Master's degree in traffic engineering or civil engineering. At least ten (10) years of experience in designing and implementing traffic management solutions for integrated PT systems.

GIS Specialist: Master's degree in GIS, geomatics, urban/transport planning, geography, civil engineering or a related field. Minimum 10 years' experience in spatial analysis, mapping and management of geodatabases for large multi-source datasets (e.g., road and public transport networks, land use, demographics). Experience supporting transport planning studies is preferred.

Transport Economist (for economic analysis and GHG calculation): Master’s degree in transport economics, planning, commerce, finance or a related field. At least 10 years of professional experience in transport economics. An in-depth understanding and experience in intergovernmental fiscal transfers for transport funding is required.

Gender Expert: An advanced degree in social or international development or related field. At least 5 years’ experience working on gender issues in the development space (both private and public sectors). An understanding of key approaches to Monitoring & Results Measurement (MRM), as well as gender analysis tools and methodologies is required.

Road Safety Expert: A minimum of a bachelor’s degree in civil/traffic management engineering, road safety or equivalent. At least 10 years of experience in various aspects of road safety management and engineering.

Environment and Social Safeguards Specialist: A master’s degree in environmental sciences, Development Economics, Social Sciences or a related discipline. A minimum of 5 years’ experience as an Environmental, Social or Urban Development Specialist with technical knowledge in both environmental and social safeguards processes and compliance. He/she should have knowledge of social, environmental and cultural issues affecting the implementation of urban development projects.

Institutional Governance Expert: An advanced degree (Master’s or higher) in public administration, institutional development, governance, transport policy, urban planning, or a closely related field. A minimum of ten (10) years of experience in institutional analysis and public-sector reform within the transport, infrastructure, or urban development sectors. He/she should demonstrate a solid track record in conducting institutional diagnostics, preparing institutional frameworks, and supporting policy and regulatory reforms for complex, multi-stakeholder programs, preferably in urban transport, metropolitan governance, or mobility management. Familiarity with Kenya’s governance and planning context is essential, including national and county structures, intergovernmental coordination mechanisms and key legal/policy instruments.

The Consultant should propose the appropriate combination of skills deemed necessary for the implementation of these Terms of Reference. The consultant will be required to work closely with the implementing agencies and report to NaMATA.

7.2 Estimated Time-Inputs for Key Experts

The following table provides indicative person-month inputs for each proposed expert position. Within this time allocation it is estimated that at least 10% of total time allocation will be used for local capacity building. This is provided as a guide only.

Inputs are person-months of effort, deployed intermittently across the 15-month assignment. Total person-months (75) reflects cumulative level of effort, not calendar duration.

Expert	Indicative Input (Person-Months)
Team Leader	15
Senior MRTS Services Planner/Expert	7
Public Transport Planner/Modeller	9
Urban Planner (Land Use/Transport)	5
Urban Designer/Civil Engineer	5
Traffic Engineer/ITS Specialist	4
GIS Specialist	7
Transport Economist	6
Gender Expert	4
Road Safety Expert	4
Environment & Social Safeguards Specialist	3
Institutional Governance Expert	6

8. MANAGEMENT AND ACCOUNTABILITY

The Nairobi Metropolitan Area Transport Authority (NaMATA) will be responsible for the overall management, coordination and oversight of this consultancy assignment, with technical and fiduciary oversight provided by the World Bank as the financing partner.

It is expected that two Coordination Levels will be established to manage this assignment:

- A Management Steering Committee - Comprised of the Permanent Secretaries of State Department for Transport (SDoT), State Department for Roads (SDoR), State Department for Housing and Urban Development (SDHUD), State Department for Lands and Physical

Planning, Director Generals/Managing Directors of NaMATA, KURA, KeNHA, KeRRA, KRB, KRC, NTSA, Traffic Commandants from NMA counties, County Executive Committee Members (CEC) in charge of transport from the NMA counties, Council of Governors (CoG) and Heads of other relevant transport or land-use related organizations.

- A Technical Committee/Project Implementation Team (PIT) - Comprised of officers from NaMATA, KURA, KeNHA, KeRRA, KRB, NTSA, Traffic Police, NMA Counties, State Department for Transport, State Department Roads, State Department for Housing and Urban Development, State Department for Lands and Physical Planning, CoG and other relevant transport or land-use related organizations.

A brief charter will be established outlining the roles and responsibilities of these two committees, the expectation of participation from stakeholders (including what they are expected to contribute to the process), NaMATA staff and the Consultant Team. It is expected that Management at NaMATA and main partners participating in management or technical oversight will sign off on this charter. The Consultant will support NaMATA by preparing content, participating or facilitating various meetings as required throughout the consultancy.

The Sustainable Urban Mobility Plan will also be presented to the overall Board of Directors/NMA Council for approval at 2 or 3 key decision points (approval of Vision and Goals, Selection of the Preferred Scenario, Approval of the Final SUMP). Key status will be presented to the Management Steering Committee at various points to ensure awareness of the process and potential outcomes. These Board/Council approval milestones will be identified in the Consultant's Inception Report.

ANNEXURES

ANNEX A: SUMP DELIVERABLE TIMELINE & STAFFING SCHEDULE

1. Deliverables Schedule

#	Deliverable	Cumulative Month	Payment (%)	Cumulative Payment (%)
D1	Inception Report	Month 2	10	10
D2	Interim Report	Month 4	15	25
D3	Data, Modelling Audit & Needs Assessment Report	Month 6	15	40
D4	Draft Sustainable Urban Mobility Plan	Month 10	25	65
D5	Transport Data Repository Report	Month 10	5	70
D6	Draft Final Report	Month 12	10	80
D7	Final SUMP Report	Month 15	20	100

2. Task Bar Chart

#	Task	M1	M2	M3	M4	M5	M6	M7	M8	M9	M10	M11	M12	M13	M14	M15
	Deliverable Due		D1		D2		D3				D4/D5		D6			D7
T1	Inception & Mobilization															
T2	Capacity Building, Training & Transfer of Technology															
T3	Stakeholder & Public Participation															
T4	Analysis of Existing Urban Mobility															
T5	Development of SUMP															
T6	SUMP Implementation Plan															
T7	Transport Data Repository															

3. Staffing Schedule

Key Expert	PM	M1	M2	M3	M4	M5	M6	M7	M8	M9	M10	M11	M12	M13	M14	M15
Deliverable Due			D1		D2		D3				D4/D5		D6			D7
Team Leader	15															
Senior MRTS Services Planner/Expert	7			0.5	0.5					0.5	0.5	0.5		0.5		
Public Transport Planner/Modeller	9									0.5		0.5		0.5	0.5	
Urban Planner (Land Use/Transport)	5			0.5			0.5		0.5						0.5	
Urban Designer/Civil Engineer	5									0.5	0.5	0.5		0.5		
Traffic Engineer/ITS Specialist	4					0.5	0.5			0.5				0.5		
GIS Specialist	7					0.5	0.5		0.5		0.5					
Transport Economist	6							0.5	0.5	0.5	0.5		0.5	0.5		
Gender Expert	4		0.5		0.5								0.5		0.5	
Road Safety Expert	4			0.5			0.5					0.5		0.5		
Environment & Social Safeguards Specialist	3		0.5		0.5			0.5				0.5	0.5		0.5	
Institutional Governance Expert	6									0.5		0.5	0.5		0.5	
TOTAL Person-Months	75	2	5	6.5	6.5	8	7	7	6.5	6	3	6	3	4	3.5	1

Key:

 Task active	 Expert full month	 0.5	 Expert half month	 Deliverable due
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Note: Months are counted from the Contract Effectiveness Date. All bar charts are indicative and are to be confirmed by the appointed Consultant in their Technical Proposal and finalized in the Inception Report, subject to the Client's approval.