



**MARITIME ORGANISATION FOR EASTERN, SOUTHERN AND
NORTHERN AFRICA (MOESNA)**

**CONSULTANCY SERVICES FOR THE DEVELOPMENT OF A
REGIONAL COXSWAIN TRAINING CURRICULUM**

TERMS OF REFERENCE

August 2025

1. ABOUT THE ORGANISATION

The Maritime Organisation for Eastern, Southern and Northern Africa (MOESNA), formerly the Intergovernmental Standing Committee on Shipping (ISCOS), is a regional Maritime Organisation mandated with the Promotion, Protection and Coordination of the Shipping and Maritime Interests of the states and the region.

MOESNA's Membership are the States of the Republic of Kenya, the United Republic of Tanzania, Republic of Uganda, Republic of Zambia, the Democratic Republic of Congo, the Federal Democratic Republic of Ethiopia, Republic of Burundi, Republic of Botswana and the Republic of Malawi and continues to expand to the rest of the Eastern, Southern, and Northern Africa.

Given the international, technical and complex nature of shipping and maritime affairs and the commonality of challenges faced by Africa as a whole and the regional states, collective rather than unilateral interventions in harnessing opportunities and protecting industry interests is favored. MOESNA therefore provides a framework to ensure this arrangement across the entire eastern, southern and northern regions of Africa including the Indian Ocean Island States of Africa.

This collaborative arrangement under MOESNA is intended to achieve the following objectives among others:

- i. Promotion of maritime safety, security and environmental protection at regional level;
- ii. Enhancement of competitiveness of the regional shipping and maritime transport sector at global level;
- iii. Shaping maritime policy direction through sector research, technical advisories and advocacy;
- iv. Strengthening of human capacity building, maritime training infrastructure and institutional framework development and enhancing employability of regional maritime cadets globally;
- v. Coordination of regional collaborative efforts to foster sustainable shipping connectivity for the region;
- vi. Facilitation of contracting parties to ratify and implement relevant international maritime conventions and agreements on, among others, shipping, safety, security, marine pollution and training;
- vii. Provision of platforms for consultative engagements among industry stakeholders (government and private sector) aimed at building synergies and partnerships for the exploitation of the vast blue economy resources and addressing emerging industry issues in a collective manner;
- viii. Promotion and fulfilment (at regional level) of the goals and aspirations of the African Union, African Maritime Charter as revised, New Partnership for Africa Development (NEPAD), and other Regional Economic Communities (RECs) on matters related to shipping and maritime transport and total logistics.

1.1 VISION

MOESNA's vision is to be Africa's Centre of excellence for shipping and maritime matters

1.2 MISSION

MOESNA aims to promote and advocate for efficient and competitive shipping and maritime services for socio-economic development in Eastern, Southern and Northern Africa

2. BACKGROUND OF THE ASSIGNMENT

Inland and coastal water transport across many MOESNA states is dominated by small, non-conventional vessels, largely of traditional build, which serve as a critical means of transporting passengers and goods between communities, some of which are only connected by water transport, artisanal fishing, and local commerce. However, the widespread manning of these vessels by semi-skilled and uncertified coxswains poses a major maritime safety risk, partly contributing to some of the preventable fatalities reported each year.

Coxswains play a critical role in ensuring the safe and effective operation of small vessels, particularly in inland water transport systems such as those found in the African Great Lakes region. These individuals are responsible for the navigation, operation, and management of boats and small crafts, often in challenging and dynamic environments.

Despite the importance of their role, there is a noticeable gap in standardized training and certification frameworks tailored to the unique needs and realities of the region. Most of MOESNA member states lack a formalized and standardized training curriculum or a competency-based certification and/or licensing framework for coxswains.

The absence of structured and harmonized training programs has contributed to inconsistent skill levels among coxswains, leading to increased safety risks, poor vessel handling, and limited professional development opportunities. This situation not only undermines maritime safety but also hampers the broader goals of sustainable transport, trade facilitation, and regional integration.

In response to these challenges, the development of a comprehensive and context-appropriate training, testing and certification curriculum for coxswains has been identified as a priority. The curriculum aims to provide a standardized framework for equipping coxswains with essential knowledge, practical skills, and competencies required to operate vessels safely and efficiently. It will also support the establishment of credible certification systems aligned with best international practices and regional maritime policies.

This activity is part of broader efforts to enhance professional standards, especially in the inland water transport sub-sector, promote safe navigation, and strengthen institutional capacities in maritime training and regulation. The curriculum development process will be participatory, drawing

on local knowledge, stakeholder input, and technical expertise to ensure relevance, effectiveness, and sustainability.

3. JUSTIFICATION OF THE ASSIGNMENT

The pressing need to enhance safety standards and professionalism among small vessel operators across MOESNA states makes this assignment critical. Research indicates that human factors, such as inadequate training, poor seamanship, insufficient emergency readiness, and non-compliance with safety protocols, contribute to about 75% to 90% of marine accidents. The development of a standardized and recognized coxswain training curriculum and certification framework is envisaged to:

- a. Improve maritime safety, reducing fatalities and injuries;
- b. Enhance the professionalism and employability of small vessel operators across the region, especially on shared waterways;
- c. Support closure of existing capacity gaps within some national maritime training institutions in areas of curriculum development;
- d. Support compliance with national and international maritime safety obligations.
- e. Promote regional integration and mutual recognition of qualifications;
- f. Align with sustainable development and blue economy goals aimed at developing human capital in maritime transport to support sustainable livelihoods, trade facilitation, and environmental protection;
- g. Facilitate accreditation and quality assurance, ensuring compliance with international and regional standards.

This initiative directly supports MOESNA's goals of improving human capacity, aligning maritime operations with international standards, and promoting sustainable development through safe maritime practices.

4. OBJECTIVE OF THE ASSIGNMENT

To develop a comprehensive, harmonized and competency-based Coxswain Training Curriculum for inland and coastal small vessel operators across MOESNA member states, enabling safe, standardized, and professionally recognized training, testing, and licensing.

5. SCOPE OF THE ASSIGNMENT

The geographical scope of the assignment will cover all MOESNA member states at the time of contract signature. The technical scope of the assignment shall cover the following:

5.1 Situational Analysis & Needs Assessment:

- a. Analyze existing coxswain training, testing and certification curricula and programs with the aim of identifying strengths and gaps to be closed;
- b. Review prevailing training skill gaps, training programs, and practices.

- c. Assess the legal requirements for manning small and/or nonconventional vessels in MOESNA member states;
- d. Analyze existing institutional framework to provide coxswain training, testing and certification;
- e. Review national maritime education and regulatory frameworks relating to small vessels' operations across MOESNA member states.
- f. Benchmark with existing international practices, including IMO/STCW, AU frameworks, and EAC/Lake Victoria Basin protocols
- g. Identify legal provisions for coxswain training, gaps, and inconsistencies affecting coxswain training, testing, certification, and/or licensing.
- h. Establish the level of accreditation programs of coxswain training within the region.
- i. Review on how traditional knowledge acquired overtime can be incorporated in the Coxswain Training under the recognition of prior learning.

5.2 Curriculum Development

- a. Design and develop a modular and comprehensive training curriculum (applicable to both inland waterways and coastal navigation) based on needs assessment, incorporating competency-based education and training principles;
- b. Define learning objectives, content outlines, duration, levels, instructional methodologies, assessment tools, and required equipment or facilities;
- c. Ensure alignment with STCW principles (where relevant), IMO safety standards, AU Agenda 2063, and AfCFTA maritime frameworks as well as vocational training norms;
- d. Include critical subjects such as seamanship, navigation, basic marine engineering, weather interpretation, first aid, firefighting, environmental management, emergency response, crowd control, safety management, and legal duties, ensuring adaptability across member states.
- e. Create relevant and effective training materials, including manuals, presentations, and practical exercises;
- f. Conduct training of trainers on how to deliver the new curriculum effectively
- g. Ensure curriculum aligns with regional standards and meets the requirements of accreditation;
- h. Provide detailed documentation of the curriculum development process and submit regular progress reports.

5.3 Coxswain Testing and Certification

- a. Develop a coxswain testing and certification framework. This should recognize both formal training and traditional knowledge and skills acquired over time within the industry.
- b. Propose examination and certification institutional arrangements for the implementation of the scheme.

- c. Create relevant and effective coxswain testing materials, including manuals, presentations, and practical exercises;
- d. Conduct training of examination and certification officers on how to deliver the new curriculum effectively.

5.4 Stakeholder Engagement and Validation

- Develop stakeholder mapping according to level of interest and submit the report;
- Conduct country-level consultations with maritime authorities, boat operators, curriculum development agencies, safety agencies, training institutions, and local governments;
- Facilitate regional consultative and validation workshops to present and review the draft curriculum with stakeholders;
- Document stakeholder input for inclusion in the training framework.

5.5 Implementation:

- a. Develop a detailed implementation framework for the different member states, which may include institutional set up, training of trainers, among others;
- b. Develop a comprehensive plan for certification and licensing of small boat operators;
- c. Provide recommendations for national certification agencies relating to requisite legislation for the implementation of the training, testing and certification curriculum;
- d. Propose a regional framework for mutual recognition framework for licenses and certificates;
- e. Recommend institutional models for sustainable training and certification of coxswains.

6 Duration

This consultancy is expected to take 24 Weeks from the date of contract signature.

7 Reporting Requirements

The Consultant shall prepare and submit the deliverables in **Chapter 8** below in English in an approved format to the Client. Save for the interim reports, the Consultant will initially submit soft copies of draft reports and documentation for comments by the client. The comments shall be incorporated in the final version of the reports and documentation.

Two (02) hard copies and one (1) soft copy of each of the final reports/ documents listed below shall be sent to the client at the following address:

Secretary General,
Maritime Organisation for Eastern, Southern and Northern Africa (MOESNA)
Palm Drive, Off Links Road, Nyali
MOMBASA, KENYA
Email: info@moesna.org

8 Deliverables

- i. **Inception Report** – detailing methodology, stakeholder engagement plan, and implementation strategy.

The inception report, including a list of deliverables and a quality management plan, shall be submitted within two weeks of commencement of the assignment. The report shall outline the Consultant's mobilization, the work plan, strategy, methodology, and timetable for the services. The quality management plan shall include the following, among others:-

- a. A quality policy statement setting out the objectives of the plan;
- b. The personnel who will implement the plan, their responsibilities, and authority;

The inception report shall also include a general preliminary assessment and perception of the scope of work, envisaged challenges, and how to mitigate them, and any differing views on the Terms of Reference.

- ii. **Interim Report:**

The Interim report shall be a progress report seeking concurrence from the client on the scope of work, particularly a review and findings, plus initial recommendations of the Scope of Services under **Chapter 5.0**. The Consultant shall prepare and present to a consultative stakeholders' workshop a PowerPoint presentation detailing the highlights of the interim report.

- iii. **Draft Final Report:**

Following receipt of the client's comments on the interim report, the consultant shall submit a draft final report. The report(s) shall contain a review and findings in conformity with **Chapter 5.0** of these Terms of Reference plus addressing the comments raised by stakeholders on the interim report with concrete conclusions and recommendations.

The Consultant shall prepare and present to a consultative stakeholders' workshop a PowerPoint presentation detailing the highlights of the draft final report(s) for their validation.

- iv. **Final Report**

After incorporation of the client's and stakeholders' comments on the draft final report, the Consultant shall prepare and submit the final report along with the other required documentation to the Client.

This report shall be submitted within two weeks of receipt of the client's comments and comments from the stakeholders' workshop.

Table: Summary of Reports and schedules of deliverables

	REPORT/ DOCUMENT	CONTENT	NO. OF COPIES
A.1	Inception Report: within 2 weeks from the date of contract signature.	Revised work plan, state of mobilization, perception on assignment, issues identified for clients' attention, list of deliverables, quality plan etc	Two hard copies and one soft Copy to the client
A.2	Interim Report: within 10 weeks from date of contract signature.	Preliminary report on the findings and progress report on review and findings, including initial recommendations on Chapter 5.0	Two hard copies and one soft Copy to the client
A.3	Draft Final Report: within 18 weeks from the date of contract signature.	Review and findings on Chapter 5.0 and concrete conclusions and recommendations Draft Coxswain Training Curriculum and Implementation Plan	Two hard copies and one soft Copy to the client
A.4	Final Report: Within 24 weeks from date of contract signature.	As A.3, but incorporating the client and stakeholders' comments	Two hard copies and One soft Copy to the client

9 CONSULTANT QUALIFICATIONS

The Consultant shall mobilize a Team of Experts with relevant qualifications and expertise comprising the following:

i. Curriculum Development Expert/Team Leader

- Master's degree in Maritime Education, Maritime Training or curriculum development/design;
- Minimum 10 years' experience in curriculum development with a focus on maritime training/education being of added advantage;
- Experience in managing regional/international maritime training projects.

ii. Senior Deck Officer/Master/Master Coxswain

- Certificate of Competency (CoC) as a Coxswain, Master Mariner near coastal (limited tonnage), or equivalent;
- Minimum 10 years of practical experience as a coxswain, small boat master, or senior deck officer in maritime operations (fishing, search and rescue, port operations, etc.);
- Experience in training coxswains or conducting drills for small craft operations;
- Knowledge of safety procedures, navigation, and emergency response for small vessels.

iii. Maritime Regulatory & Compliance Expert

- Master's Degree in Maritime Administration, or related field;

- Minimum 7 years in maritime regulatory frameworks, flag state implementation, or port state control;
- Work experience with IMO, a national maritime authority, or a regional maritime organization;
- Knowledge of domestic Coxswain licensing requirements in MOESNA states;
- Experience in vocational and competency-based education frameworks;
- Familiar with IMO's STCW, STCW-F and inland navigation training protocols;
- At least 5 years in education policy and curriculum design.

iv. Maritime Legal Expert

- Masters in Maritime Law or related qualification.
- Experience in drafting legal statutory documents and interpreting domestic maritime regulations in African states.
- Knowledge of inland waterways laws and IMO's STCW, STCW-F requirements.

10 SERVICES AND FACILITIES TO BE PROVIDED

10.1 MOESNA/CLIENT:

The client will assist the consultant in:

- Providing documentation of any existing maritime curricula, previous studies conducted related to the assignment, and relevant legal documents from member states available to the client;
- Establishing contacts with the relevant stakeholders in the member states;
- Providing a venue for consultative workshops;
- Liaison and assistance to obtain any other information and documents required from member states, and which the Client considers essential for the proper conduct of the assignment;
- Assistance to obtain relevant visas and work permits for the staff of the Consultant.

10.2 CONSULTANT:

The consultant shall be responsible for providing the following facilities for their use:

- Office and residential accommodation;
- Computer hardware, software, communication, office supplies etc;
- All necessary vehicular transport;
- All other support facilities.

11 INTELLECTUAL PROPERTY

All information that the Consultant may come into contact (pertaining to the execution of this assignment) within the performance of his duties under this assignment shall remain the property of the Client, who shall have exclusive rights over its use. Except for purposes of this assignment, the

information shall not be disclosed to the public nor used in whatever form without written permission of the Client in line with the applicable national and International Copyright Laws.

12 EVALUATION CRITERIA

The Evaluation method to be used is Quality and Cost Based Selection (QCBS), which shall involve the following:

- i. The technical bid shall contribute 80% while the financial bid shall contribute 20% to the final weighted score;
- ii. Preliminary examination on a pass/fail basis to determine the eligibility of the bidders and assess their administrative compliance to the Invitation. Non-eligible and non-compliant bids will be eliminated from further evaluation;
- iii. Detailed evaluation to determine the technical responsiveness of bids against the criteria in the Terms of Reference in the invitation and determine their total technical score using a merit point system. Each bid shall be compared to the minimum technical qualifying mark stated in the invitation and those not meeting the minimum mark or that were not substantially commercially responsive will be eliminated from further evaluation;
- iv. Financial bids of bidders who will be substantially responsive and meet the minimum qualifying mark will be opened and a financial comparison carried out to examine financial bids and determine the financial score of each bid;
- v. Technical and financial scores will be combined, using the weightings given in the invitation, to give a total score for each bid. The bidder with the highest total score will be ranked first and recommended for contract award, subject to any negotiations if required.

13 TECHNICAL EVALUATION

The following technical evaluation criteria shall be with the Pass Mark of 80% for any firm's financial proposal to be considered:

NO	CRITERIA	SCORE
1	Preliminaries i. Certificate of Registration/Incorporation ii. Valid VAT/PIN Certificate iii. Trade license and/or single business permit iv. Valid Tax Compliance Certificate v. Copies of audited books of accounts for at least the most recent last 3 years i.e. 2024, 2023 and 2022. vi. Registered Powers of Attorney vii. Company profile indicating what the firm does, experiences, staffing,	10

NO	CRITERIA	SCORE
	etc; viii. Declaration stating that the firm has NOT been debarred by any Public Procurement Regulatory Authority;	
2	Responsiveness to the Terms of Reference i. Specific experience of the provider related to the assignment a) Usefulness/value of comments and suggestions on the Terms of Reference b) Key assignment issues identified and explained c) Completeness and responsiveness ii. Adequacy of the proposed work plan and methodology in responding to the Terms of Reference a) Understanding the Terms of Reference b) Quality of methodology, work plan and sequencing c) Firm's organization and facilities available for the assignment iii. Qualifications and competences of the key staff for the assignment a) Curriculum Development Expert/Team Leader b) Senior Deck Officer/Master/Master Coxswain c) Maritime Regulatory & Compliance Expert d) Maritime Legal Expert	70
3	Experience of the Firm Similar assignments handled in the last 10 years (at least three assignments) indicated by recommendation letters from previous clients, certified copies of previous contracts with experience in the public sector especially in the member states being an added advantage	15
4	Local participation Participation of locals from the member states shall attract a score	5
	TOTAL	100