



REPUBLIC OF KENYA
MINISTRY OF LANDS, PUBLIC WORKS, HOUSING & URBAN DEVELOPMENT
STATE DEPARTMENT FOR HOUSING AND URBAN DEVELOPMENT

Second Kenya Urban Support Program (KUSP 2)

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Terms of Reference
for
Consulting Services for A Baseline Assessment and Contextual Analysis of Kakuma and
Dadaab–Hagadera Municipalities

CONTRACT No.: KE-MOTI-557194-CS-CQS

Client:

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1. Background

The National Urban Development Policy (NUDP), 2016, provides the overarching framework for guiding sustainable urbanisation in Kenya. The policy envisions urban areas that are secure, well-governed, competitive, and sustainable, and promotes this vision through strengthened urban governance systems and the provision of accessible, high-quality, and efficient infrastructure and services.

To operationalise the NUDP and the Urban Areas and Cities Act (UACA), 2011, the Government of Kenya developed the Kenya Urban Program (KenUP) as a long-term, coordinated framework for urban sector investments and reforms, with an estimated cost of approximately \$1 billion. As part of KenUP implementation, the Ministry of Transport, Infrastructure, Housing and Urban Development (MTIHUD), with financing from the World Bank, implemented the Kenya Urban Support Program (KUSP) between 2017 and 2022. The USD 300 million program focused on strengthening urban management institutions at the county and municipal levels and supporting investments in urban infrastructure.

Building on the achievements of KUSP, the State Department for Housing and Urban Development (SDHUD), in collaboration with the World Bank, designed the Second Kenya Urban Support Program (KUSP2) for implementation over the period 2023–2028. KUSP2 is being implemented across 45 counties and 79 municipalities, including refugee-hosting municipalities, and aims to strengthen the capacity of urban institutions to: (i) improve the delivery and resilience of urban infrastructure and services; (ii) enhance private sector engagement in urban planning and development; and (iii) support the transition of refugee camps into integrated host communities and refugee settlements.

Background to Refugee Management in Kenya

Kenya has historically hosted large refugee populations and managed them through an encampment policy, primarily in the Dadaab and Kakuma areas. This approach was initiated in the early 1990s as an emergency response to regional conflicts, leading to the establishment of Dadaab (1991) and Kakuma (1992) as temporary reception and settlement areas for incoming refugees. Over time, due to continued refugee inflows, these camps evolved into large, semi-permanent settlements with significant demographic, socio-economic, environmental, and infrastructural implications for the surrounding areas.

To provide legal recognition and administrative structures, the government formally designated refugee camps through Gazette Notice No. 1927 of 28th March 2014, issued under the Refugees Act No. 3 of 2006. This designation defined specific camp locations in Garissa and Turkana Counties, including Ifo, Dagahaley, Hagadera, Kambioos, and Kakuma. The 2014 framework primarily focused on camp demarcation, control, and management under an encampment model.

Subsequently, evolving policy priorities, legal reforms, and development considerations led to a shift toward more integrated approaches to refugee management. This transition is reflected in the Refugees Act No. 10 of 2021 and the issuance of Gazette Notice No. 15786 of 29th December 2022, which re-designated selected camp areas, including Ifo 2 and Kambioos. The 2022

framework represents a shift from strict encampment toward integrated settlement planning, emphasising inclusion, service delivery, and alignment with broader urban development.

In parallel, the government has introduced municipal governance structures in refugee-hosting areas, including the chartering of Dadaab–Hagadera and Kakuma municipalities. This marks a significant transition toward integrating refugee settlements within formal urban management institutions, in line with the National Urban Development Policy (NUDP) and other development objectives.

Building on this policy shift, the government has adopted the *Shirika Plan*, which promotes the transition from encampment to integrated settlements, with a focus on refugee self-reliance, host community development, and improved service delivery through coordinated institutional arrangements.

Given this evolving policy, legal, and institutional context, there is a need to establish a comprehensive and scientifically robust baseline of current conditions in these municipalities, while also understanding their unique historical development. This will support evidence-based planning, programming, and policy-making, and provide a foundation for future monitoring and impact assessment of interventions under KUSP2 and the *Shirika Plan*.

Accordingly, the government, through SDHUD, intends to utilise part of the KUSP2 resources to procure consulting services to undertake a “Baseline Assessment and Contextual Analysis of Kakuma and Dadaab–Hagadera municipalities”.

2. Objectives of the Assignment

2.1 Overall Objective

The overall objective is to develop a comprehensive and scientifically robust baseline of the current conditions in Dadaab–Hagadera and Kakuma municipalities, and to contextualise these conditions through a structured retrospective analysis of their evolution since the early 1990s, in order to inform evidence-based policy, planning, programming, as well monitoring and future impact evaluation under KUSP2 and the *Shirika Plan*.

2.2 Specific Objectives

- a) Develop a structured retrospective analysis (1990s–2026) of the spatial, demographic, socio-economic, environmental, and institutional evolution of Dadaab and Kakuma, based primarily on literature, secondary data, and historical records.
- b) Analyse the implications of key policy, legal, and institutional changes, including the Refugees Act (2021), municipal chartering, and the *Shirika Plan*, on the development trajectory and governance of the two municipalities.
- c) Identify and analyse key development constraints, systemic risks, and emerging opportunities affecting integrated urban development and refugee–host community integration across the two municipalities.

- d) Provide actionable, evidence-based recommendations to inform KUSP2 programming, county and municipal planning processes (CIDPs and IDePs), and national policy and legal reform.
- e) Establish a comprehensive, multi-dimensional baseline across key thematic areas (spatial structure, demographics, infrastructure and services, socio-economic systems, governance/legal frameworks, and environmental conditions) using rigorous quantitative and qualitative methods.
- f) Develop a coherent set of measurable baseline indicators, datasets, and analytical frameworks to support future monitoring, evaluation, and impact assessment of KUSP2 interventions, the Shirika Plan, and related policy initiatives.

3. Scope and Specific Tasks of the Assignment

3.1 Scope of the Assignment

This assignment will cover Dadaab–Hagadera and Kakuma municipalities, including refugee settlements and surrounding host communities. The scope comprises two integrated analytical components:

- a) A retrospective analytical component, which examines the historical evolution of the settlements from the early 1990s to 2026 using literature, secondary data, and historical records; and
- b) A baseline assessment component, which establishes the current status across key thematic areas using primary data collection and scientifically grounded methods of inquiry
- c) A monitoring component, which seeks to establish a set of baseline indicators, datasets and analytical frameworks on the specific thematic areas to support future monitoring

The assessment will be structured around key thematic areas, including spatial and morphological structure, demographic dynamics, infrastructure and service delivery systems, socio-economic systems and local economies, institutional, governance and legal frameworks, and environment and climate stress.

3.2 Specific Tasks of the Assignment

3.2.1 Component 1: Retrospective Analysis (Specific objectives a-d)

This component will analyse the evolution of Dadaab and Kakuma and its implications on policy and institutional changes over time.

Key tasks will include:

- a) Compile and review literature (government, UN, NGOs, academia, etc.);
- b) Map chronological developments and analyse historical trends across spatial, demographic, economic, environmental and governance dimensions;
- c) Where feasible, undertake comparative analysis (pre/post major policy shifts; refugee vs host);
- d) Analyse implications of Refugees Act, Shirika Plan, and municipal frameworks;

- e) Synthesize findings into a structured analytical narrative.
- f) Integrate findings across all thematic areas, and develop evidence-based recommendations that could be put to immediate use to support ongoing implementation of KUSP2, the Shirika Plan, as well as county/municipal planning.

3.2.2 Component 2 and 3: Baseline Assessment (Specific objectives e and f) and development of monitoring indicators per thematic area

This component will help in establishing the current status using scientific methods and in generating datasets and indicators for program and policy monitoring and for future impact assessment.

A. Spatial and Human Settlements Baselines

- i. Conduct GIS mapping of land use and settlement patterns;
- ii. Analyse density, urban form and spatial structure - with a temporal lens.
- iii. Develop GIS database and spatial baseline indicators on current physical, environmental, demographic, economic, and service delivery conditions.
- iv. Map climate and DRM fragility elements – flood plains
- v. Develop indicators for urban development monitoring

B. Population and Demographic Baselines

- i. Analyse demographic profile including population data, household size and composition and age and gender distribution;
- ii. Assess migration patterns and pressures on services
- iii. Regional and Climate change pressures that affect migration
- iv. Develop demographic indicators for monitoring and impact assessment.

C. Infrastructure and Service Delivery Baselines

- i. Conduct infrastructure and service assessments, aligning with the Shirika Plan and focusing on critical sectors such as WASH, energy, mobility, housing, etc.
- ii. Assess access, coverage and quality of services;
- iii. Identify infrastructure gaps and inefficiencies based on demand and supply analysis;
- iv. Analyse institutional arrangements for service delivery.
- v. Review Land tenure and land administration and assess constraints/ barriers to infrastructure and service delivery
- vi. Develop indicators for infrastructure development monitoring and impact assessment.

D. Economic Baselines

- i. Economic and livelihoods assessment: detailed surveys on income sources, employment, labour participation, and household economic resilience.
- ii. Structure and performance of local economies: key sectors, markets, value chains (formal and informal), and overall economic dynamics.

- iii. Map private sector activity and constraints: SMEs, micro-enterprises, and larger firms, including their role in service delivery, if any, and identify key constraints to private sector growth (finance, infrastructure, regulation, market access).
- iv. Refugee–host economic interactions: impacts of refugee presence on labour markets, enterprise development, prices, and demand, including trade linkages, supply chains, and labour mobility.
- v. Financial ecosystems: access to financial services, savings and informal finance systems, public and private investments;
- vi. Develop measurable economic indicators for monitoring local economic performance, employment, enterprise growth, and investment dynamics.

E. Social Baselines, Cohesion, and Inclusion

- i. Social structures and governance systems: e.g., community organization, leadership structures, and local governance dynamics within refugee and host communities.
- ii. Social cohesion and interaction dynamics: e.g., levels of trust, cooperation, and conflict between refugee and host populations, including patterns of engagement.
- iii. Inclusion, access, and equity: e.g., access to services, opportunities, and decision-making across refugee and host communities and include gender, youth, vulnerability dimensions;
- iv. Social impacts and integration processes: impacts of refugee presence on host communities, including pressure on services, perceptions of equity, and broader social integration dynamics;
- v. Develop measurable social indicators for monitoring social cohesion, inclusion, equity, and community resilience.

F. Institutional, Governance and Legal Baselines

- i. Map institutional roles and coordination mechanisms;
- ii. Review legal and policy frameworks as relates to as relates to refugee affairs in Kenya, with specific reference to basic protections and service provision, as well as integration of refugees.
- iii. Identify governance gaps and overlaps;
- iv. Develop indicators to monitor policy/legal, coordination and institutional development.

G. Environmental and Climate resilience Baselines

- i. Assess environmental conditions and key impacts areas;
- ii. Analyse climate risks and environmental stress;
- iii. Develop environmental indicators for monitoring and impact assessment.

3.3 Methodological Guide

The Consultant shall adopt a rigorous, multi-method approach that integrates quantitative and qualitative techniques to ensure analytical robustness and reliability of findings. The methodology should combine desk-based review of literature and secondary

data with primary data collection, including household surveys, key informant interviews, focus group discussions, and spatial analysis (GIS).

The retrospective component should be based primarily on systematic review and triangulation of historical data and policy developments, while the baseline assessment should apply statistically sound sampling methods and clearly defined indicators. All data collection tools, sampling approaches, and analytical frameworks shall be clearly justified in the Inception Report.

The Consultant shall ensure that the methodology is integrated across thematic areas, enabling coherent analysis of linkages between spatial, socio-economic, infrastructure, environmental, and institutional dimensions. Particular attention should be given to comparability and consistency of data, to support future monitoring and evaluation. The approach should also be participatory and inclusive, capturing perspectives of both refugee and host communities, and be sensitive to local context and operational constraints.

4. Duration and location of the Assignment

The assignment will be executed within duration of nine (9) calendar months from the contract commencement date in Kakuma and Dadaab/Hagadera municipalities within the Republic of Kenya.

5. Reporting Requirements and Timelines for submission of deliverables

The deliverable and timelines for their submission are outlined in Table 1 below.

Table 1: Deliverables and Timelines for submission

S/No	Deliverable	Description	Timeline for submission of deliverables from contract commencement date	Format
1.	Inception Report	A comprehensive outline of assignment process, including preliminary literature scan, assessment methodology, research tools, and detailed Work Plan.	1 Month	4 Hard copies and Digital Copy

2.	- Draft Contextual Analysis Report. - Baseline Framework and Parameters Design Report	- Draft Contextual Analysis Report outlining the evolution of Kakuma and Dadaab refugee camps and attendant impacts. - A structured outline and a design of the baseline framework/parameters	4 Months	4 Hard copies and Digital Copy
3.	Draft Baseline Report	Draft Baseline Report based on baselines parameters approved by the NPCT.	7 Months	4 Hard copies and Digital Copy
4.	- Final Contextual Analysis Report and - Final Baseline Report	- Final retrospective analysis report outlining the evolution of Kakuma and Dadaab refugee camps and their attendant impacts, and containing recommendations for policy and programming. - The Final Baseline Report based on parameters approved by the NPCT.	9 Months	4 Hard copies and Digital Copy

All reports shall be addressed to the Client at the following address:

Principal Secretary
State Department for Housing and Urban Development
P.O. Box 30119-00100
6th Floor, Ardhi House, 1st Ngong Avenue
Nairobi, Kenya
Tel: +254-02-2729200
E-mail: www.housingandurban.go.ke

Attention: KUSP2 National Coordinator.

Upon submission of every report, the consultant is expected to make a presentation of the submitted report to the Client in a scheduled meeting. The acceptance of the report shall be recorded in the minutes of the meeting. All reports shall be accepted by written confirmation by Client.

6. Payment schedule

Payments will be made against submission and acceptance of the deliverables as follows:

Table 2: Schedule of payments

S/No.	Outputs/Deliverables	Percentage of the Contract Amount
1.	Inception Report	30%
2.	- Draft Contextual Analysis Report. - Baseline Framework and Parameters Design Report - Draft Baseline assessment Report	30%
3.	Final Contextual Analysis Report & Final Baseline Assessment Report.	40%

7. Consultant's Minimum qualifications and experience requirements

The minimum requirement for shortlisting criteria for the consulting firm will involve the following:

- Core business and years in business:** The firm shall be registered/incorporated as a consulting firm with core business in designing, managing, researching and policy advisory, or evaluating humanitarian/development plans or programs and initiatives for a minimum of eight (8) calendar years.
- Must have relevant experience:** The firm shall demonstrate having successfully executed in at least three (3) assignments of similar nature and complexity in similar operating environment in the last eight (8) calendar years. Details of the assignments (name and address of the client, scope, value, and period) should be provided.
- Technical and managerial capability of the firm:** The firm shall demonstrate as having the requisite technical capacity and managerial capacity to undertake the assignment in the submitted company profile(s). **Key Experts will not be evaluated at the shortlisting stage.**

8. Team Composition and qualification and experience requirements for the Key Experts

The team shall comprise experts with the qualification and experience outlined in Table 3 below.

Table 3: Required Experts and their qualification and experience requirements

S/No	Expert	Qualifications and Experience
1.	Team Leader, Social Researcher	• A minimum of a Master's degree in social sciences, law, development studies, or related field from an institution/university recognized in Kenya; • A minimum of 15 years of general experience in social research; • A minimum of 5 year's specific experience as leader in social science policy research, in areas such as urban planning, human settlements, conflict, forced displacement, and population integration, etc.
2.	Urban Planner/ Infrastructure Specialist/ Urban Development Specialist	• A minimum of a Master's degree in urban planning, engineering, or equivalent from an institution recognized in Kenya. • Registration with a professional body recognized in Kenya with current practicing certificate. • A minimum of 10 years general experience in settlement planning, infrastructure assessment; • A minimum of 5 years' experience in settlement planning and infrastructure assessments in humanitarian contexts.
3.	Social Development specialist	• A minimum of a master's degree in a social science from a university/institution recognized in Kenya. • A minimum of fifteen (15) years of relevant general and practical experience and demonstrate knowledge and good understanding of the forced displacement landscape in Kenya. • A minimum of ten (10) years of specific experience in community development programming or social policy research policy in multi-ethnic or multi-national contexts.
4.	Statistics, Research Methods Expert	• A minimum of a Master degree in Statistics, Econometrics, or related degree from an institution/university recognised in Kenya; • A minimum of 10 years of experience in development policy research • A minimum of 5-years specific experience in undertaking field research, analyzing bulk data, and applying advanced qualitative and quantitative data analysis skills.
5.	Economist/Econ omic Development Specialist	• A minimum of a Master's degree in Economics, Development Economics or related field from an institution/university recognised in Kenya; • A minimum of 10 years of experience in development policy research, including socio-economic analysis, local economic development, and livelihoods;

S/No	Expert	Qualifications and Experience
		• A minimum of 5-years specific experience in analysis of economic and business trends in remote settings.
6.	Environmental Specialist	• A minimum of a Master's degree in Environment or related studies from a university recognized in Kenya. • A minimum of ten (10) years general work experience in the field of environmental analysis. • A minimum of 5 years of experience carrying out Environmental Impact Assessment with two (2) assignments in environmental audit. • Experience in Environmental Baseline Assessment and Climate Risk Analysis. • Registration with NEMA or equivalent professional body recognized in Kenya, and with a current practicing license. as a Lead Expert.
7.	Population and Demographics Specialist	• A minimum of a Master's degree in population or demographic related studies, or related qualification from an institution/university recognized in Kenya; • A minimum of ten (10) years general work experience in human settlements, population and demographic research, or Population policy. • A minimum of five (5) years specific experience in policy analysis and research on human settlements in complex environments (e.g., urban, multi-ethnic, multi-national or conflict settings).
8.	Spatial Analyst and GIS Specialist	• A minimum of a bachelor's degree in Geospatial Information Systems (GIS) or an equivalent from a university recognized in Kenya. • A minimum of five (5) years' relevant experience in spatial analysis and be a member of the Institution of Surveyors of Kenya (ISK) or equivalent body recognized in Kenya. • A minimum of 5 years' experience as a GIS specialist and demonstrated experience working with spatial data and database creation in at least two (2) similar assignments in spatial analysis.
9.	Legal/ Policy Specialist	• A minimum of a Bachelor's degree in Law from an institution/university recognized in Kenya • An advocate of the High Court of Kenya or similar qualifications recognized in Kenya, with current practicing license;

S/No	Expert	Qualifications and Experience
		• A minimum of 10 years of experience in human rights or related sector • A minimum of 5 years of specific experience in refugee law or policy analysis, international humanitarian law, etc.

10. Estimated Time Inputs for Key Experts

The number of key experts and the estimated time input for each key expert for the assignment are presented in the Table 4 below.

Table 4: Estimated Time Inputs for Key Experts

S/No.	Key Staff	No.	Estimated Input (staff- months)
1.	Team Leader/ Social Researcher	1	5
2.	Urban Planner/ Infrastructure Specialist	1	5
3.	Social Development specialist	1	4
4.	Statistics / Research Methods Expert	1	5
5.	Economist/ Econ Development Specialist	1	4
6.	Environmental Specialist	1	3
7.	Population and Demographics Specialist	1	2
8.	Spatial Analyst and GIS Specialist	1	2
9.	Legal/policy specialist	1	2
TOTAL		9	30

11. Management and accountability of the assignment

The Ministry of Lands, Public Works, Housing and Urban Development, through the SDHUD, is the Client for the consulting services. In terms of performance and deliverables, the consultant team will carry out the assignment under the direction of KUSP2 Program Coordinator. RA5 Lead will oversee the day-to-day implementation and coordination of the assignment with support from relevant NPCT officers and the technical inter-agency team to ensure the timely delivery of the outputs.

12. Obligations of the Client

The Client will provide the following support to the Consultant:

- a) Make available all relevant program documentation, including the Project Appraisal Document, progress reports, Program Operation Manual, etc.

- b) Provide contacts for key stakeholder contacts
- c) Introductory letters to key stakeholders to facilitate access to relevant information and records.
- d) Facilitate liaison with other program implementing partners.
- e) Facilitate consultative forums considered necessary for the delivery of the consultancy.

13. Obligations of the Consultant

The Consultant shall be responsible for the delivery of all outputs as per these Terms of Reference. They will also be responsible for the provision of own computers with requisite software to perform the assignment tasks. In addition, the Consultant will organize all logistics, including transport, insurance, communication, and other activities associated with the assignment.

14. Confidentiality, propriety rights of Client in reports and records.

The consultancy firm shall adhere to the World Bank Data Privacy and Protection regulations and all the relevant confidentiality and data ownership laws and regulations of Kenya through the consultancy period and will protect the confidentiality of participating persons and counties at all stages. All data is confidential and is the property of SDHUD in Ministry of Lands, Public Works, Housing and Urban Development No data or other information from this consulting services contract will be released to third parties without the written prior approval of the SDHUD.