
Terms of Reference

Short-term Consultancy

Project:	Promotion of cooperative structures in selected African countries - CoopSAC II
Title:	Assessment of Sustainable Meso-Level Reform Options for Kenya's Co-operative Sector
Country:	Kenya
Activity No.:	OU02.04.01
Consultant:	Senior Consultant - Co-operative Institutional Design
Contract Type:	Short-term consultancy (April - October 2026)

The *DGRV - Deutscher Genossenschafts- und Raiffeisenverband e.V.* is the apex organization within the meaning of the German Cooperative Societies Act. The association's purpose is to develop, promote and represent the cross-sectoral interests of its members and the cooperative institutions affiliated to them, as well as the co-operative sector, including cooperative auditing. DGRV promotes the cooperative idea worldwide and, within the framework of German development cooperation, supports the establishment of cooperative structures.

1. Background and Rationale

Kenya's co-operative sector is dynamic and diverse across primary societies, unions, and apex bodies. With the anticipated 2025 Co-operative Bill expected to clarify governance, compliance, and supervision, there is a strategic opportunity to assess the feasibility of establishing meso-level institutional arrangements - such as county or regional unions, sector federations, or shared-service platforms - that can enhance market access, compliance, access to finance, digitization, aggregation, quality assurance, and value-chain competitiveness. These Terms of Reference (ToR) commissions an expert to deliver a feasibility study on-site in Kenya and an implementable roadmap aligned to Kenyan realities, culminating in presentation of findings at an Expert Forum in October 2026 (virtual participation).

For this assignment, the 'meso-level' refers to all forms of autonomous, self-governed cooperative institutions, as well as their secondary and tertiary federations. These bodies serve to represent shared interests or to organize collective services - such as joint procurement, training, IT services, branding, or other forms of mutual support.

2. Purpose, Objectives and Use

To design and validate a practical and stakeholder-driven meso-level organizational model for Kenya's co-operative sector that aligns with the reform priorities of the 2025 Co-operative Bill, responds to market needs, and ensures long term financial and institutional sustainability.

The assignment will incorporate international lessons from reforms of cooperative associations, unions and federations, particularly regarding governance modernization, the strengthening of independent supervisory and audit functions, and the balance between cooperative autonomy and state oversight. The resulting model should provide a coherent, future-oriented framework for cooperative groupings, shared service platforms, and other meso-level support institutions.

3. Tasks

A. Desk Review & Legal Mapping

- Review the 2025 Co-operative Bill and related statutes/regulations (including County legislation) to map mandates, registration pathways, supervisory powers, and compliance obligations affecting meso structures.
- Review sector strategies and plans (national and county), and existing secondary/apex organizations in key sectors (e.g., dairy, coffee, Savings and Credit Co-operative Organizations (SACCOs), housing).

B. Institutional & Market Diagnostics

- Map the co-operative ecosystem: primary societies, unions, apex bodies, regulators, county departments, development partners, finance institutions, private value-chain actors, and digital platforms.
- Identify functional gaps addressable by meso structures: shared services, aggregation/logistics, finance intermediation, quality assurance, market access, ICT, training and extension.
- Benchmark 3 - 5 comparable jurisdictions' meso models for lessons and applicability based on the proposed regulations as per the 2025 bill.

C. Stakeholder Engagement

- led locally by The Co-operative University (CUK) & the Institute of Certified Co-operative Professionals - Kenya (ICCP-Kenya)
- Co-develop a stakeholder engagement plan; conduct Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), and 2-3 county validation exercises ensuring inclusivity and documentation.

D. Options Design & Economic Feasibility

- Propose 2-3 feasible meso-level options (e.g., county unions, cross-county clusters, sector federations, hybrid shared-service platforms) based on sustainability aspects and pathways based on the 2025 bill amendments
- For each option, define governance model, legal pathway, services bundle, staffing, partnerships, digital stack, revenue model, 5-year financial projections, break-even, and sensitivity analysis.
- Assess compliance burden, accountability, and member/consumer protection.

E. Risk, Safeguarding & E&S

- Map risks (regulatory, political economy, capture risks, market cannibalization, data privacy, safeguarding, inclusion of women, youth and climate/environmental implications, among others).
- Propose mitigation measures and oversight recommendations.

F. Implementation Roadmap & MEL

- Draft a results framework and Monitoring, Evaluation and Learning (MEL) plan (with baseline and data sources).
- Provide a phased implementation roadmap (24 - 36 months) with milestones, costed activities, Key Performance Indicators (KPIs), and governance/oversight arrangements.

G. Expert Forum Inputs (October 2026)

- Produce a policy brief, Slide Deck, and talking points; present findings virtually; integrate forum feedback into final deliverables.

4. Approach

- Mixed methods: legal analysis, institutional diagnostics, financial modelling, comparative benchmarking, stakeholder consultations (e. g. key informant interviews, focal group discussions, county clinics)

- Safeguarding, informed consent, and anonymity on request will be ensured throughout
- Data protection in line with Kenyan law; secure storage; data handover to DGRV at close.

5. Deliverables / Services

- Inception report (method, tools, ethics, work plan).
- Legal mapping & stakeholder map; field debrief note.
- Options paper (2 - 3 meso models) incl. preliminary costing.
- Draft feasibility + policy brief; Final feasibility + implementation roadmap + MEL + Slide Deck.
- Expert forum presentation + post-forum addendum.

Result Report

The Contractor shall, at its own expense, prepare a progress and result report on the services provided both on site and in Germany, in accordance with the standards of the Client's external donor, and submit it to DGRV, Department of International Relations, Adenauerallee 121, 53113 Bonn, no later than 10.10.2026. The report is to be sent to the Client by email (text in Word; tables in Excel). Documents that do not exist as electronic files must be sent to the Client in original form. The report shall be prepared in English language.

Document Formats: editable formats (DOCX, XLSX, PPTX)

Executive summary ≤ 4 pages

Working Language: English

6. Schedule / Level of Effort

Deliverable	Due Date	Notes
Inception Report (methodology, work plan, tools, ethics)	By 30 May 2026	Approved by DGRV
Desk Review & Legal Mapping Memo + Stakeholder Map	By 15 June 2026	Input for fieldwork
Fieldwork Debrief Note (on-site work in Kenya, 10 working days including travel)	By 30 June 2026	KII/FGD summaries; early hypotheses
Options Paper (2 - 3 meso models) with preliminary costing	By 31 July 2026	For internal review
Draft Feasibility Study Report + Policy Brief	By 31 Aug 2026	For validation
Final Feasibility Study + Implementation Roadmap + MEL Framework + Slide Deck	By 10 Oct 2026	Inputs to forum

Expert Forum Presentation (Virtual) + Post-Forum Addendum	By 31 Oct 2026	Q&A support and final refinements
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- Expected Level of Effort: 35 - 45 billable person-days
- Document Formats: editable formats (DOCX, XLSX, PPTX)
- Executive summary ≤ 4 pages

7. Assignment Management

- Overall lead (DGRV Kenya Project Team): Approves methodology and deliverables; convenes validation sessions; ensures alignment with donor requirements.
- Country-level support (local partners): Coordinate stakeholder access; co-host county clinics; provide contextual inputs and logistics facilitation.
- Contractor (Consultant Team): Delivers all tasks and outputs; manages ethics, safeguarding, data protection and secure storage; handles own travel and insurances.
- Approvals & reporting: Inception report, options paper, draft/final reports approved by DGRV Kenya Project Director; formal sign-off by DGRV HQ.
- Travel & costs: Travel and Daily Subsistence Allowance (DSA) in line with DGRV policy / (German) Federal Travel Expenses Act (BRKG); details to be set in the contract

8. Consultant Profile / Requirements

Team Leader:

- 10+ years in co-operative development, sector governance, or meso-level structuring.
- Proven feasibility/economic modelling skills; Kenya or East African Community (EAC) experience preferred.
- Strong stakeholder facilitation and policy engagement track record.
- Excellent communication and reporting skills, including need-based virtual coordination with the DGRV Kenya Project Director

Specialists:

- Legal/Regulatory expert in the co-operative sector

Language:

- -Excellent English; Kiswahili an asset

9. Award Criteria

Tenders will be evaluated according to

- Technical approach & understanding - 40%
- Methodology & work plan (incl. safeguarding & MEL) - 20%
- Team composition & key expert qualifications - 20%
- Relevant experience (Kenya/EAC, meso-level, feasibility & modelling) - 10%
- Financial offer (cost-effectiveness) - 10%

10. Documents to be submitted with the offer

- Technical proposal (≤ 20 pages): understanding, methodology, team, work plan, safeguarding & inclusion approach

- Financial proposal (separate; detailed) in EURO currency disclosing also Value-added tax (VAT), withholding tax together with international and domestic travel cost
- Annexes: CVs of involved experts, Relevant references, Two sample outputs (similar assignments) and 2 client referees

Interested?

Submission of Offer:

Please send your offer including the above-mentioned documents by email only to:

bewerbung.international@dgrv.de

Deadline: 6th March 2026, 17:00 HRS CET

Subject: Feasibility Study Kenya 2026

DGRV - Deutscher Genossenschafts- und Raiffeisenverband e. V.

Department of International Relations

Adenauerallee 121

53113 Bonn

<https://www.dgrv.de/internationale-zusammenarbeit>

<https://www.dgrv.coop>

Contact:

All requests for clarification must be submitted by email to the Project Director, Ms Madeleine Müller (mmueller@dgrv.coop), no later than 28 February 2026. Consolidated responses will be circulated to all bidders.

Information on how we handle your personal data and your rights under the General Data Protection Regulation (GDPR) can be found at <https://dgrv.de/pdf/dsh.pdf>

Please note that unencrypted email communication over public networks is always subject to the risk of unauthorized access; therefore, please send confidential content only in encrypted form or password-protected.