



LIBYA STRATEGIC TRANSPORT SECTOR STUDY

Terms of Reference (ToR)

Project Details	
Project Title	Project for the Preparation of a Transport Strategy for Libya
SAP Reference	P-LY-D00-003
Country	Libya
Financing Institution	African Development Bank (AfDB)
Project Objective	To achieve an integrated development of the transport sector in order to enhance its efficiency, effectiveness, and overall operational performance.

1. BACKGROUND AND JUSTIFICATION

Libya, with its strategic geographical location, possesses significant potential to become a regional hub for trade and transit between Africa and Europe. However, years of conflict and instability have severely impacted its transport infrastructure and planning capabilities. The absence of a comprehensive and integrated national transport strategy has hindered economic development, regional integration, and the efficient movement of goods and people.

Recognizing this critical need, the African Development Bank (AfDB) is providing funding for the preparation of a national transport strategy for Libya. This initiative aims to support the Libyan government in developing a robust, sustainable, and inclusive transport sector that can effectively contribute to the country's economic recovery and long-term development goals. The strategy will address key challenges, identify opportunities, and propose a clear roadmap for the modernization and expansion of Libya's transport network.

2. OBJECTIVES OF THE ASSIGNMENT

The objective of this Consultancy is to assist the Government of Libya in preparing a strategic transport sector plan, with a view to improving the efficiency of the sector to support economic recovery.

To that end, the Consultancy will:

- (i) Conduct a critical review of all modes of transport;
- (ii) Review existing strategy document;
- (iii) Identify strategic priorities and the resources needed to implement such priorities;
- (iv) Assist in preparing short-term (2028-2030) and medium-term (2030-2035) plans and a sector roadmap, clearly prioritizing the actions to be undertaken to develop the transport sector in Libya;

This strategy will serve as the Government's key document to guide transport policies and investments in the coming years (2028-2035). In addition, the outcome will guide the Bank's assistance for future interventions in Libya. Investing in transport and logistics infrastructure, including cross-border trade, are crucial for reducing the isolation of economically marginalized areas and



allowing them to benefit from regional growth. By addressing the challenges in Libya's transport sector and enhancing resilience, the Consultancy will contribute to regional integration, economic development, and improved quality of life for the Libyan people.

The overall objective of this consultancy assignment is to develop a comprehensive and integrated National Transport Strategy for Libya. Specifically, the assignment aims to:

1. **Assess the Current State:** Conduct a thorough assessment of the existing transport sector in Libya, covering all modes (road, rail, air, maritime), infrastructure, regulatory frameworks, institutional capacities, and current challenges.
2. **Identify Strategic Priorities:** Identify key strategic priorities and policy directions for the development of the transport sector, aligning with national development plans and regional integration initiatives.
3. **Formulate a Vision and Goals:** Develop a clear vision, mission, and set of strategic goals for the Libyan transport sector, ensuring alignment with international best practices and sustainable development principles.
4. **Propose Action Plans and Projects:** Propose concrete action plans, programs, and priority investment projects, including preliminary cost estimates and potential funding sources.
5. **Develop an Implementation Framework:** Design a robust implementation framework, including institutional arrangements, monitoring and evaluation mechanisms, and capacity building recommendations.
6. **Ensure Stakeholder Engagement:** Facilitate broad stakeholder engagement throughout the strategy development process, including government agencies, private sector, civil society, and international partners.

3. SCOPE OF WORK

The consultant will be responsible for undertaking the following tasks, but not limited to:

Phase 1: Inception and Diagnostic Assessment

1. **Review of Existing Policies and Studies:** Conduct a comprehensive review of all relevant national and sectoral policies, strategies, plans, and studies related to transport, economic development, and regional integration in Libya.
2. **Data Collection and Analysis:** Collect and analyze primary and secondary data on transport infrastructure, traffic volumes, freight movements, passenger flows, operational performance, safety records, and environmental impacts. This will involve field visits, surveys, and consultations with relevant stakeholders.
3. **Institutional and Regulatory Framework Analysis:** Analyze the existing institutional and regulatory framework governing the transport sector, identifying strengths, weaknesses, gaps, and opportunities for reform.
4. **Stakeholder Consultations:** Conduct extensive consultations with key stakeholders, including government ministries (e.g., Ministry of Transport, Ministry of Planning, Ministry of Finance), public enterprises, private sector operators, civil society organizations, and international development partners.
5. **SWOT Analysis:** Perform a comprehensive Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis of the Libyan transport sector.
6. **Inception Report:** Prepare an Inception Report detailing the consultant's understanding of the assignment, proposed methodology, work plan, timeline, and team allocation. The report



should also include a preliminary assessment of the current state of the transport sector in Libya.

Phase 2: Strategy Formulation

1. **Vision, Mission, and Strategic Objectives:** Based on the diagnostic assessment, formulate a clear vision, mission, and a set of strategic objectives for the Libyan transport sector.
2. **Policy and Regulatory Recommendations:** Develop specific policy and regulatory recommendations to address identified challenges and promote sustainable transport development.
3. **Investment Program Identification:** Identify and prioritize a portfolio of strategic investment projects across all transport modes, considering their economic, social, and environmental impacts.
4. **Financial Analysis and Funding Mechanisms:** Conduct a preliminary financial analysis of the proposed investment program, including cost estimates, economic and financial viability assessments, and identification of potential funding sources (e.g., public budget, private sector investment, international financial institutions).
5. **Implementation Framework Development:** Develop a detailed implementation framework, outlining institutional responsibilities, coordination mechanisms, capacity building needs, and a monitoring and evaluation plan.
6. **Draft Strategy Document:** Prepare a comprehensive Draft National Transport Strategy Document incorporating all findings, recommendations, and proposed action plans.

Phase 3: Validation and Finalization

1. **Stakeholder Validation Workshops:** Organize and facilitate workshops with key stakeholders to present the Draft Strategy Document, gather feedback, and ensure broad ownership and consensus.
2. **Integration of Feedback:** Incorporate feedback and comments received from stakeholders, the Executing Agency, and the African Development Bank into the strategy document.
3. **Final Strategy Document:** Prepare the Final National Transport Strategy Document, ensuring its comprehensiveness, coherence, and readiness for official adoption.

4. DELIVERABLES

The consultant is expected to submit the following deliverables:

1. **Inception Report:** To be submitted within two (02) months after contract signing and effectiveness. This report should detail the consultant's understanding of the assignment, proposed methodology, detailed work plan, timeline, and team allocation. It should also include a preliminary assessment of the current state of the transport sector in Libya.

Approval Period: One (1) month

2. **Interim Strategy Formulation Report:** To be submitted three (03) months after the approval of the Inception Report. This report should summarize the progress made in data collection and analysis, preliminary assessment findings, any challenges encountered and proposed next steps.

Approval Period: One (1) month

3. **Draft Strategy Formulation Document:** To be submitted two (02) months after the approval of the Interim Strategy Formulation Report. This document should include the preliminary draft of the comprehensive transport sector strategy, including the vision, objectives, scope of work, proposed projects, cost estimates, potential funding sources, and an implementation roadmap.



Approval Period: One (1) month

4. **Final Strategy Document:** To be submitted one (01) month after the approval of the Draft Strategy Formulation Document. This will be the final version of the strategy report, incorporating all comments and amendments from the Executing Agency and the African Development Bank. The document must be comprehensive, integrated, and ready for adoption.

Approval Period: One (1) month

5. **Presentation to the Executing Agency and the Bank:** Executive summaries (maximum 10 pages) suitable for ministerial-level decision-makers, along with a concise and clear presentation of the key findings of the strategy and the proposed action plan, to be delivered to the Executing Agency and the African Development Bank. To be submitted along with the Final Strategy Document.

The reports/documents will be submitted in six (06) hard copies and one electronic copy. They must be written in English.

Reports will be prepared as follows:

- **Cover page:** This page shall bear the title of the Consultancy, the reference of the contract, the name of the Consultant, and the date of the report.
- **Table of contents:** Placed at the beginning of the report, this table will list the chapter and sub-chapter titles with the corresponding page numbers.
- **Preamble:** (2 pages maximum). The preamble will briefly describe the objectives and work plan of the study.
- It will mention the dates of the mission and the names of the experts who participated in the mission.
- **Summary:** (5 pages maximum) The introductory part of the report will consist of a concise and comprehensive summary. This summary will include the main elements of analysis developed in the report as well as its conclusions and recommendations.
- **Table of annexes:** It will follow the order and title of the annexes attached to the report. These annexes must be systematically mentioned in the main text of the report. Only annexes providing real additional information should be included in the report, either in the form of copies of official documents providing clarification or confirming a fact, or in the form of tables, statistics or lists prepared by the experts. In the case of official documents or information, the precise source must always be indicated. Annexes to be attached to the report should include:
 - the list of people who met their function and their institution / organization; and
 - the terms of reference of the mission
- **List of Abbreviations.** It should list all abbreviations used in the report, its summary or annexes, in alphabetical order



5. DURATION AND TIMELINE

5.1. Duration of the Assignment

The total duration for this consultancy assignment shall not exceed twelve (12) months from the date of signing the contract. This duration takes into account the cascading of the three (3) work phases and the cumulative approval periods stipulated in above Article 4, as follows:

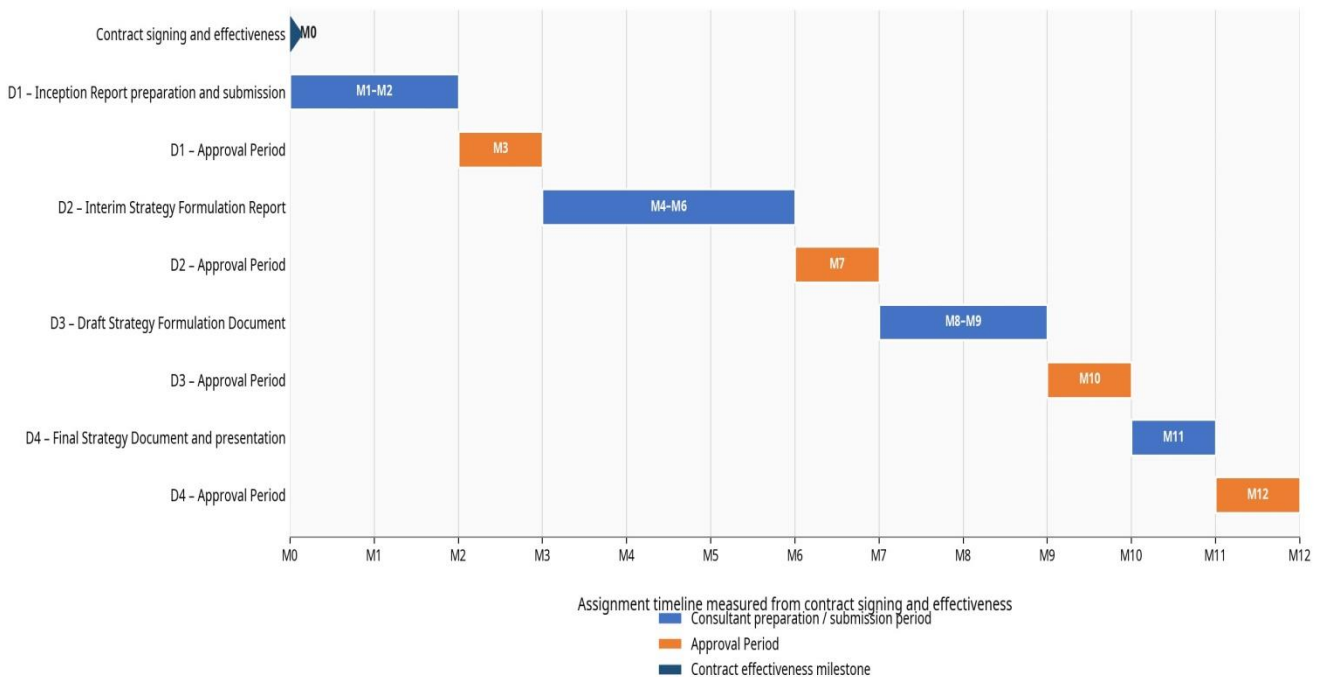
- Phase 1 – Inception and Diagnostic Assessment: approximately 3 months (including Approval period for Inception Report: 1 month).
- Phase 2 – Strategy Formulation: approximately 7 months (including 3 months for the Interim Report and its 1-month Approval periods + 2 months for Draft Strategy Document and its 1-month Approval period)
- Phase 3 – Validation and Finalization: approximately 2 months (including 1 month Approval period for Final Strategy Document).

The cumulative duration of the above phases and approval periods amounts to approximately 12 months.

5.2. Gantt Planning – Detailed Timeline

The following Gantt chart illustrates the cascading of the three (03) phases and their respective approval periods over the 12-month duration of the assignment. The consultant shall provide a more detailed operational timeline in the Inception Report.

Gantt Planning - Detailed Timeline for the Libya Transport Strategy Study



The consultant shall submit a detailed operational timeline for the implementation phases of the assignment, clearly indicating key activities, proposed durations for each activity, and deliverable submission dates. The timeline must be realistic and implementable, taking into account administrative procedures and required approvals.



6. INSTITUTIONAL ARRANGEMENTS

The consultant of this project is a firm that should have at least 15 years of experience in engineering consultation at a country/regional scale. At least 2 completed similar assignments/tasks in the last 5 years in strategic study for Transport sector strategies including preparing and designing feasibility studies, environmental and social studies, detailed design road transport, railways, air transport and maritime strategies.

The consultant's work will be supervised by the Project Implementation Unit-PIU established under the Ministry of Transport in Libya. Regular meetings will be held to review progress, discuss deliverables, and provide necessary guidance to the consultant.

7. TEAM COMPOSITION

The consulting team must consist of qualified and highly experienced experts in transport planning and strategy development, with a deep understanding of the Libyan context and the requirements of the African Development Bank. The team must explicitly include at least the following key experts:

7.1 Team Leader / Senior Transport Strategy Expert

- **Qualifications:** Minimum Master's degree in Transport Economics, Transport Planning, Civil Engineering, or a related field.
- **Experience:** Minimum 15 years of proven experience in leading and managing major transport strategy and sector studies, including experience with international financing institutions (IFIs), preferably the African Development Bank or the World Bank. Experience in North Africa or the Middle East/MENA region is an asset. The proposed expert must have at least:
 - Two professional experiences as a Mission Leader in similar assignments.
 - Five (05) studies/projects in the field of transport infrastructure planning, transport strategy.
 - Proper understanding of the problems of transport networks, especially in North Africa.
 - Professional experience in leading organizational or institutional changes would be considered an advantage.
- **Language Requirements:** Full professional proficiency in English is required (written and spoken). Good command of Arabic is desirable.
- **Responsibilities:** Overall coordination and supervision of the assignment; quality assurance of all deliverables; primary liaison with the Executing Agency; team management and scheduling; final sign-off on all reports and strategy documents.

7.2 Road Transport and Urban Mobility Expert

- **Qualifications:** Minimum Master's degree in Civil Engineering, Transport Engineering, or Urban Planning.
- **Experience:** Minimum 10 years of experience in road infrastructure assessment and planning, road network diagnostics, road safety analysis, traffic modeling, and urban/peri-urban transport systems. Experience in developing countries or fragile states is an asset. The proposed expert must have at least:
 - Experience in at least three (03) studies/projects in the technical and institutional field, financial analysis and planning in the field of Road Transport, familiar with Urban Mobility.
 - Experience in at least 1 national, sectoral transport strategy/plan/ master plan study.



- **Key Tasks:** Assessment of the existing road network (national, regional, and local roads); identification of investment priorities for road rehabilitation and expansion; road safety and traffic management recommendations; urban transport integration.
- Full professional proficiency in English is required (written and spoken). Good command of Arabic is desirable.

7.3 Maritime Transport and Ports Expert

- **Qualifications:** Minimum Master's degree in Naval Engineering, Maritime Studies, Civil Engineering, or a related field. Professional certification in port management is preferred.
- **Experience:** Minimum 10 years of experience in maritime transport planning, port operations and management, coastal infrastructure assessment, and international maritime regulations (IMO standards). Familiarity with Mediterranean maritime corridors and Libya's coastline is a strong advantage. The proposed expert must have at least:
 - Experience in at least three (03) studies/projects in the technical and institutional field, financial analysis and planning in the field of Maritime Transport, familiar with the supply chain and logistics.
 - Experience in at least 1 national, sectoral transport strategy/plan/ master plan study.
- **Key Tasks:** Assessment of Libyan ports (Tripoli, Benghazi, Misrata, etc.) including capacity, condition, and operational performance; identification of port development investment needs; analysis of maritime connectivity and trade routes; regulatory and institutional recommendations for the maritime sector.
- Full professional proficiency in English is required (written and spoken). Good command of Arabic is desirable.

7.4 Aviation and Air Transport Expert

- **Qualifications:** Minimum Master's degree in Aeronautical Engineering, Air Transport Management, or a related field. Professional certification (e.g., ICAO-related) is preferred.
- **Experience:** Minimum 10 years of experience in civil aviation planning and management, airport infrastructure assessment, air traffic management, and compliance with ICAO standards and safety regulations. Experience in post-conflict airport rehabilitation is a strong asset. The proposed expert must have at least:
 - Experience in at least three (03) studies/projects in the technical and institutional field, financial analysis and planning in the field of Air Transport, familiar with Aviation planning and logistics.
 - Experience in at least 1 national, sectoral transport strategy/plan/ master plan study.
- **Key Tasks:** Assessment of Libyan airports (Mitiga, Benina, etc.) including infrastructure condition, capacity, and safety compliance; air traffic demand forecasting; recommendations for airport rehabilitation, modernization, and management; analysis of the national and international air connectivity needs.
- Full professional proficiency in English is required (written and spoken). Good command of Arabic is desirable.

7.5 Railway and Intermodal Transport Expert

- **Qualifications:** Minimum Master's degree in Railway Engineering, Civil Engineering, or Transport Systems Engineering.
- **Experience:** Minimum 10 years of experience in railway planning, rail network design, intermodal logistics hub development, and assessment of rail feasibility in emerging or post-conflict markets. Experience with greenfield rail development in Africa or the MENA region is an asset. The proposed expert must have at least:



- Experience in at least three (03) studies/projects in the technical and institutional field, financial analysis and planning in the field of Railway Transport, familiar with the Intermodal Transport.
- Experience in at least 1 national, sectoral transport strategy/plan/ master plan study.
- **Key Tasks:** Assessment of Libya's existing railway assets and historical projects; feasibility and strategic analysis of potential rail corridors (passenger and freight); intermodal integration with ports and road networks; benchmarking against regional and international railway standards; investment program and phasing recommendations.
- Full professional proficiency in English is required (written and spoken). Good command of Arabic is desirable.

7.6 Other Specialized Experts

In addition to the five core transport mode experts listed above, the team shall also include the following specialists:

- **Transport Economist:** Minimum Master's degree with at least 10 years of specific experience in economic feasibility analysis, cost-benefit analysis of transport projects, cost estimation, and analysis of funding sources.
- **Institutional and Legal Specialist:** Minimum Master's degree in Law or Public Administration, with at least 8 years of specific experience in analyzing institutional and legal frameworks of the transport sector and providing reform recommendations.
- **Environmental and Social Specialist:** University degree in Environmental Sciences or Sustainable Development, with at least 8 years of specific experience in Environmental and Social Impact Assessment (ESIA) of transport projects, ensuring compliance with AfDB and international environmental and social standards.
- Full professional proficiency in English is required for above specialized experts (written and spoken). Good command of Arabic is desirable.
- The proposed specialized experts must have Experience in at least 1 national, sectoral transport strategy/plan/ master plan study.

7.7 Person-Months

The consultant shall provide a detailed breakdown of person-months for each proposed team member, commensurate with the scope, complexity, and 12-months duration of the assignment. This breakdown shall be presented in the Technical Proposal and updated in the Inception Report.

8. ELIGIBILITY REQUIREMENTS AND GENERAL CRITERIA

Interested consultants must submit their proposals in accordance with the following general requirements and criteria:

8.1. Commitment to Integrity and Anti-Corruption Policies

The consultant must fully adhere to the African Development Bank's policies on integrity and anti-corruption, which aim to ensure transparency and accountability in all stages of the procurement process and project implementation.

8.2. Absence of Conflict of Interest

The consultant must confirm the absence of any conflict of interest that may affect the objectivity and independence of their work in this assignment, in accordance with the African Development Bank's guidelines.



8.3. Compliance with African Development Bank (AfDB) Requirements

The consultant must comply with all relevant African Development Bank policies and procedures related to procurement, including the "Procurement Policy and Methodology for Bank Group-Funded Operations (October 2015, as amended)" and any other relevant procedural manuals.

In overall, the consultant shall ensure full compliance with the below Results Matrix, at each step/phase and more importantly at the end of the assignment.



RESULTS MATRIX

PROJECT RESULTS MATRIX						
A PROJECT INFORMATION						
PROJECT TITLE: STRATEGIC TRANSPORT SECTOR STUDY IN LIBYA (P-LY-D00-003)					COUNTRY/REGION: LIBYA/ NORTH AFRICA	
DEVELOPMENT OBJECTIVE OF THE PROJECT: Integrated development of the transport sector to improve its efficiency and performance						
ALIGNMENT INDICATOR(S): Improve quality of life for the population in beneficiary regions						
B RESULTS MATRIX						
RESULTS CHAIN	RMF INDICATOR	UNIT OF MEASURE	BENCHMARK (2027)	TARGET AT COMPLETION (2027)	MEANS OF VERIFICATION	
1. OUTCOME 1: SHORT TERM AND MEDIUM-TERM PLANS, AND SECTORAL ROADMAP PREPARED FOR THE DEVELOPMENT OF THE TRANSPORT SECTOR						
1.1 Short-term plan approved (2028 – 2030)		Yes / No	No	Plan approved.	Report validated in Dec 2027	
1.2 Medium-term plan approved (2030 – 2035)		Yes / No	No	Plan approved	Report validated in Dec 2027	
1.3 Roadmap approved		Yes / No	No	Roadmap approved	Report validated in Dec 2027	
2. OUTCOME 2: RECOMMENDATIONS FOR TRANSPORT SECTOR POLICY REFORM						
2.1 Transport policy framework clearly articulated		Yes / No	No	Recommendations approved	Report validated in Dec 2027	
2.2 Potential regulatory and institutional reforms identified						
3. OUTCOME 3: SPECIFIC ACTION PLAN TO IMPROVE PRIVATE SECTOR PARTICIPATION IN TRANSPORT SECTOR DEVELOPMENT						
3.1 Public and Private sector projects clearly identified	Report prepared	Yes / No	No	Action plan approved	Report validated in Dec 2027	
3.2 Funding sources and financing mechanisms identified	Report prepared	Yes/ No	No			
4. OUTCOME 4: RESOURCES IDENTIFIED FOR IMPLEMENTATION OF THE TRANSPORT STRATEGY						
Document approved		Yes / No	No	Resources identified	Report validated in Dec 2027	
OUTPUT 1: TRANSPORT SECTOR SITUATIONAL AND GAP ANALYSIS						
1.1 Conduct a situational analysis of the transport sector and identify gaps/ challenges		Yes / No	No	Analysis done	Report	
OUTPUT 2: TRANSPORT SECTOR STRATEGIC PLAN						



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2.1	Prepare a strategic plan with clear goals and objectives based on the situational and gap analysis.	Report prepared.	Yes / No	No	Strategic plan prepared.	Report
2.2	Identify transport projects / programs, including policy and institutional arrangements necessary to achieve the objectives of the strategic plan.	Report prepared.	Yes / No	No	Projects and programs identified.	Report
2.3	Identify projects/ programs to be undertaken by the public sector as well as those to be undertaken by the private sector .	Report prepared	Yes/ No	No	Public and private sector projects identified	Report
2.4	Prioritize the projects/ programs in terms of short-term, medium-term, and long term.	Report prepared	Yes/ No	No	Projects/ programs prioritized	Report
OUTPUT 3: PRELIMINARY COST ESTIMATES AND FINANCING SOURCES						
3.1	Prepare cost estimate of the projects/ programs	Report prepared	Yes / No	No	Cost of implementing the strategic plan	Report
3.2	Prioritize actions to be undertaken to develop the transport sector	Report Prepared	Yes/ No	No	Sources of funds identified	Report
3.3	Steering committee meeting to validate deliverables	Meeting held	Yes/No	No		Report