**Terms of reference   
and technical Specifications**

1. **General information**

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| Assignment name | Ferry Feasibility Study |
| Beneficiary | Ministry of Infrastructure, Ports, Transport, Physical Development and Urban Renewal (MIPTPDUR) of the Government of Saint Lucia (GOSL) |
| Country | Saint Lucia |

1. **Context and justification of the need**
   1. **Expertise France**

Expertise France (EF) is a public agency and the inter-ministerial actor in international technical cooperation, subsidiary of the Agence Française de Développement Group (AFD Group). As the second largest agency in Europe, it designs and implements projects that sustainably strengthen public policies in developing and emerging countries. Governance, security, climate, health, education… It operates in key areas of development and contributes alongside its partners to the implementation of the Sustainable Development Goals (SDGs). For a world in common.

For more information: [www.expertisefrance.fr](http://www.expertisefrance.fr/)

* 1. **The Euroclima programme**

Euroclima is the European Union's (EU) flagship cooperation programme on environmental sustainability and climate change in Latin America and the Caribbean (LAC). It aims to contribute to the LAC region's green transition, through efforts to mitigate and adapt to climate change and to protect and conserve biological diversity. Two main outcomes are expected:

* The enabling environment for a green transition (integrated policies, legal frameworks, sector plans and financial instruments) will be strengthened, in line with climate, biodiversity and circular economy objectives.
* Transformative approaches in key areas for the green transition will be developed, demonstrated and scaled up through the mobilization of public and private funding.

Euroclima contributes to the implementation of the Global Gateway Investment Agenda in the region. Global Gateway is the EU’s offer to bridge the infrastructure investment gap by using public financing to leverage private capital and investment for projects that contribute to the green and digital twin transition. In the Caribbean region, Euroclima is funded by the European Commission, for a 5-year period, and is implemented by EU Member States agencies or MSAs (AECID, Expertise France, FIIAPP, GIZ) and the UN (ECLAC, UNDP, UN Environment). The programme forms part of the regional Team Europe Initiatives “Latin America and Caribbean Green Transition” and "A Partnership for a Caribbean Green Deal".

Through Euroclima, the EU has initiated Country Dialogues to enhance its role in defining cooperation priorities. The Country Dialogue is conducted with the key institutions for climate action in each country, which allows for the alignment of the program’s strategies with nationally established priorities to ensure cohesion and synergies with other activities. In consultation and coordination with the country and under the leadership of the National Focal Point (NFP), the programme supports the design of the Dialogue process on a case-by-case basis.

For more information: <https://www.euroclima.org/>

* 1. **The Euroclima programme in Saint Lucia**

The Country Dialogue was initiated in 2023 with the government of Saint Lucia which outlined the country’s priorities including biodiversity conservation and sustainable use, energy, circular economy and mobility. Through a participatory process, the programme identified areas where it can assist in implementing actions aligned with the objective of the Paris Agreement in fulfilling the Nationally Determined Contributions (NDCs) of Saint Lucia.

Saint Lucia is an independent small island state located in the Eastern Caribbean and has a population of around 180,000 inhabitants. The country faces significant challenges related to energy sustainability, climate change, and economic resilience. The island is heavily dependent on imported fossil fuels for its energy needs, making it vulnerable to global oil price fluctuations and contributing to high greenhouse gas (GHG) emissions. Furthermore, the geographical and infrastructural characteristics of Saint Lucia necessitate reliable and resilient energy systems, especially in critical areas such as transport services. Currently, 54% of all imported fossil fuels are consumed in the transport sector with road transport accounting for 38% of consumption.

The Euroclima Action Plan addresses these challenges through a comprehensive strategy focused on renewable energy and energy efficiency. In particular, the Euroclima programme will focus on incorporating sustainable solution to the public transport sector by assessing the social, environmental and economic feasibility of a fast electric ferry service for the country. This initiative would contribute to the national target of reducing carbon emissions by 7% by 2030 compared to 2010 baseline emissions as set in its Nationally Determined Contribution (NDC) to the United Nations Framework Convention on Climate Change (UNFCCC[[1]](#footnote-1)).

The present study will aim to evaluate the potential for establishing a rapid, reliable ferry service connecting key locations in Saint Lucia, including Castries, Rodney Bay and Vieux Fort. This study will assess the demand for such a service, explore the financial and operational viability of various propulsion options (including renewable energy), and propose a sustainable business model with significant private sector involvement. It will also analyze the environmental and social impacts, infrastructure needs, and opportunities for seamless integration with existing transport networks.

* + 1. **Background of the action**

Goal No. 4 of St. Lucia’s National Energy Policy 2023 – 2030 is to ‘Decarbonise the Transport Sector’. The transport sector is regulated under the Motor Vehicle and Road Traffic Act (2003) and its accompanying Regulations (2006), but currently lacks enforced emissions controls. Public transport costs are also regulated under the Act, and there are no subsidies provided to private owners of the 15-seater minibuses that operate on the routes under a demand-responsive, unscheduled and flexible transportation model.

Currently approximately 190 minibuses operate on the Castries to Gros Islet bus route out of a total of 1,411 bus permits operating on 32 bus routes. The only organized taxi service on the island serves tourists generally for airport and hotel transfers. The fares for local taxis are typically at least 30 times that of minibuses, e.g. the minibus fare from Vieux Fort to Castries is XCD$8.00 but it is about XCD$272 (USD$100) on a registered taxi. Consequently, taxis are generally too expensive for widespread use.

About 55% of the population resides in the north of the island and uses the 11km Gros Islet - Castries highway to commute to work during the 7-9am and 3-5pm rush hour periods. The typical commute time on this route during low traffic on a Sunday afternoon for instance, is about 15 minutes. The commute time during rush hour periods and on Saturdays is extended to almost an hour. This added congestion and increase in travel time translate to an increase in vehicular emissions, fuel cost, driver stress and lost productive hours. Efforts have been undertaken to alleviate this problem by expanding the highway and improving the condition of bypass roads, however, the problem persists.

Public transportation was the subject of a very recent study “The Sustainable Road Based Public Transport Plan for Saint Lucia” which assessed the current structure of the road public transport, its financial model and the regulations framing the sector. The study, carried-out in 2024, presents the “semiformal” public transport system currently in place, which primarily focuses on economic considerations. For instance, bus fares have been maintained over the last 10 years requiring a review to take account of operational costs. Additionally, there is no fixed timetable with little or no bus service during late hours, weekends and holidays. The study puts forward proposals to transform the current system into a more ‘regulated-formal” system, prioritizing service quality and user satisfaction. Access to this key document will be provided to the service provider.

* + - 1. **Key stakeholders**

Oversight of the sector falls under the **Ministry of Infrastructure, Ports, Transport, Physical Development and Urban Renewal (MIPTPDUR)** of the Government of Saint Lucia (GOSL). MIPTPDUR is currently in the process of developing a Sustainable Road Based Public Transport Plan, however, it has not been approved by Cabinet.

The Maritime Sector is overseen by the **Saint Lucia Air and Seaports Authority (SLASPA)** and is subject to the SLASPA Act, the Shipping Act and the Maritime Areas Act and associated regulations to the Acts. The SLASPA Act covers the operation of all ports and marinas. The Shipping Act covers the registration and operation of vessels in St. Lucia’s territorial waters. A few small ferries operate on the island providing hired services primarily to tourists and for entertainment purposes. The fares for marine transport are not regulated.

1. **Objectives and desired results**
   1. **General objective**

The objective of the assignment is to conduct a comprehensive feasibility study addressing technical, economic, environmental, and institutional aspects of implementing a ferry system in Saint Lucia, including an evaluation of propulsion options (electric, hybrid, or other alternatives). The proposed primary route of operation will connect key locations in Saint Lucia, including Castries, Rodney Bay and Vieux Fort.

* 1. **Specific objectives**

The specific objectives of the assignment are:

* Assess the demand and operational needs for a ferry service, including potential routes and users.
* Evaluate viable technical and technological options for ferry design and propulsion (electric, hybrid, or other innovative solutions).
* Develop a detailed financial model, including CAPEX, OPEX, and potential revenue streams, while identifying suitable financing mechanisms.
* Conduct a preliminary environmental and social assessment aligned with international standards.
* Propose a roadmap for implementation, including legal, regulatory, and institutional recommendations.
  1. **Anticipated results**

The expected results of this assignment are:

* A comprehensive feasibility study report providing:
  + A gap analysis of the current legislation and regulations.
  + A detailed assessment of the demand for ferry services, including current and future traffic projections.
  + Feasible options for ferry design and propulsion systems, considering operational and environmental factors.
  + Environmental and social considerations, with mitigation measures for identified risks.
  + A proposed operational and governance framework for the ferry service.
  + A financial model demonstrating how public and private investment can be mobilized.
* A stakeholder engagement workshop presenting the findings to Saint Lucian authorities and potential private investors.

1. **Description of the assignment**
   1. **Planned activities**

* + 1. **Phase 0 : Inception**
* A kick-off meeting shall be held at the start of the assignment, at the latest two weeks after the contract signature. The meeting will gather relevant representatives from the service provider, Expertise France, the EUD, the National focal point, MIPTPDUR, and SLASPA.
* Two weeks after this meeting, an inception report will be produced by the service provider. The inception report is to remain internal. It shall provide a revised and consolidated version of the methodology and work plan, along with a detailed schedule, based on the kick-off meeting. The minutes of the kick-off meeting shall be provided as an appendix to the inception report.

Deliverable(s) : Inception report

* + 1. **Phase 1. Feasibility of the ferry service**

The feasibility study will evaluate all the aspects of a fast electric ferry service for public transportation purposes linking Rodney Bay, Castries and Vieux Fort. The assessment will conclude on the economic and social opportunity of such a project.

Task.1.1. Review the legal and regulatory framework

* Examine existing regulations, legislation and governance structures to identify any gaps and/or provisions that may adversely impact the initiative’s successful implementation.
* Investigate and address regulatory and legal considerations, including compliance with maritime laws and safety standards.

The consultant will be required to ensure that all deliverables are aligned with the policies and transportation plans existing or under development in the transport sector (e.g., National Energy Policy 2023-2030, SLASPA Act, Shipping Act).

Deliverable :Report on regulatory gaps and solutions to address them

Task 1.2. Confirmation of demand and capacity requirement

* Conduct interview campaigns to potential users, current public bus transport association and other relevant stakeholders. The surveys must be validated by Expertise France before distributing them.
* Develop a demand forecasting model and provide a report with survey results, assumptions, and demand forecasts.
* Analyze the integration of the ferry service into the existing public bus service, referring to the study “The Sustainable Road Based Public Transport Plan for Saint Lucia”.

Deliverables:

* Questionnaires for validation before use
* Demand forecasting model
* Report presenting survey results, assumptions, and demand forecast results

Task 1.3. Fleet and service level sizing

* Determine optimum operating speed taking into account the following parameters: options available for energy supply from renewable sources, maintenance costs, acquisition costs or chartering, (second hand) ferry availability on the market, cost benefit analysis for exploiting a fast electric ferry. This list is not exhaustive and can be adjusted by the service provider.
* Identify possible service program and timetables according to the operating speed chosen, the availability of port facilities, the demand identified on each route, and the public bus transport service. These timetables and this program must be constructed in such a way as to correspond to the duration of the crossing, the availability of the port facilities identified, and the travel habits and wishes of the Saint Lucian public.
* Define the equipment and services to put in place on board including safety equipment, hygiene and health facilities, level of comfort (seats, space, etc.), solid and liquid waste management facilities, catering services if any. This list is not exhaustive and can be adjusted by the service provider.

Deliverable: Report on fleet and service level sizing

Task 1.4. Service structuring

* Evaluate available electric ferry options on the market and highlight those offering at least 2 modes of energy storage and/or hybrid propulsion systems. Emphasis must be placed on options that can utilize 100% renewable energy. Perform a cost benefit analysis for at least 2 options of the proposed ferry service. The retrofit of an existing ferry option should be contemplated.
* Develop options for energy supply for the proposed ferry option from renewable sources and subsequently evaluate options for charging infrastructure including location, power capacity, and other relevant specifications.
* Identify requirements for ensuring resilience of charging infrastructure, ferry docking station and other physical hardware in relation to hurricanes and other climate related hazards.
* Identify the different operating modalities in compliance with the current legislation and regulation, institutional context and financial elements of the service.
* Assess qualitatively and quantitatively the main characteristics of the service, including among other things: contractual schemes, duration of contracts/phases, distribution of roles and risks, remuneration of the operator, HR and equipment requirements, OPEX, CAPEX, fares of the service and level of financial profitability
* Assess the need for port infrastructure works and draw up a list of requirements for ferry docking.

Deliverable: Report on service structure, including energy options and port infrastructure needs

Task 1.5. a Comprehensive economic and financial analysis

* Elaborate a detailed cost breakdown (CAPEX and OPEX), revenue projections, and potential funding sources such as public funding, private investment, and green financing mechanisms. The plan should propose viable financing models, assess investment viability (Net Present Value, Internal Rate of Return, payback period, benefit/cost ratio)
* Identify financial risks with mitigation strategies. It must include cash flow projections, budget forecasts, and recommendations for incentives or support mechanisms.
* Conduct scenario analyses, sensitivity testing, and ensure compliance with international standards.

Deliverables:

* Business plan in Excel format
* Report presenting the assumptions and results of the service’s business plan
  + 1. **Phase 2. Prerequisites of the service**

Task 2.1. Institutional Setup and Capacity Building

* Review the institutional setup and propose recommendations for improvements to enhance service implementation.
* Develop a strategy and capacity-building plan to strengthen the capabilities of involved stakeholders and institutions.

Deliverables: report on institutional setup recommendations, strategy, and capacity-building plan.

Task 2.2. Carbon Footprint and Climate Impact

* Assess the carbon footprint of the ferry service and its potential climate impact, proposing adaptation and mitigation measures.

Deliverables:

* Project carbon footprint and assumptions note
* Vulnerability analysis note with recommendations

Task 2.4. Socio-economic analysis of the project

* Carry out a socio-economic analysis of the Project, designed to inform decision-makers about the benefits of the Project and to determine its level of profitability for the country. This task includes preparing the input data for the socio-economic assessment, and producing an overall quantitative and qualitative analysis of the costs and benefits of the Project. The analysis shall be conducted in compliance with best practices in terms of Cost-Benefit Analysis / Socio-Economic Assessment.

Deliverables:

* Report summarizing profitability indicators, risks, and sensitivity analysis
* Comprehensive technical report with all assumptions, data sources, and valuation methods
* Excel template showing calculation steps and assumptions.

Task 2.5: Project Financing Plan and Fiduciary Arrangement

* Develop a financial model and financing plan for the ferry project, identifying potential funding sources and risks.

Deliverable: Financial model and financing plan, summary note outlining fiduciary arrangements.

Task 2.6: Risk Analysis

* Realize risks screening and assessment that can affect the Project during the construction and operating periods: institutional and political, social, monetary, financial, technical, macro-economic, commercial and environmental risks. For each category of risk, the service provider will make recommendations to mitigate the risk where possible. The Consultant will verify with the Department of Environment to determine the minimum standards and requirements. A complete Environmental and Social Impact Assessment will be undertaken prior to implementation as required for Development Control Authority approval.

Deliverable: Risk assessment report.

* + 1. **Phase 3 : Stakeholder engagement and results dissemination**

Task 3.1: Organize Stakeholder Engagement Workshop

* Organize a workshop to present the project's results to Saint Lucian authorities, development partners, and private investors.

Deliverables:

* Workshop materials (PowerPoint presentations, infographics)
* Workshop agenda
* Participant list
* Summary report of the workshop (key takeaways, feedback from participants)
* Adjustments made based on stakeholder feedback.

Task 3.2: Prepare Results Dissemination Materials

* Prepare communication materials to summarize the project’s achievements and disseminate results to a broader audience.

Deliverables:

* Press Release 1: Announcing the start of the project and key objectives
* Press Release 2: Summarizing the results and achievements at the conclusion of the project
* Photos: At least five high-quality images to accompany the press releases and other communication efforts
* Infographics: To visually present key project outcomes and results
  1. **Anticipated deliverables**

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| --- | --- | --- | --- |
| **Phase** | **Deliverables** | **Expected format** | **End date (to be confirmed by the service provider in the proposal)** |
| Phase 0: Inception | Inception Report |  | T0 + 15 days |
| Phase 1: Feasibility of the Ferry | Task 1.1: Review the legal and regulatory framework |  | T0 + 30 days |
| Task 1.2: Confirmation of demand and capacity requirement |  | T0 + 90 days |
| Task 1.3: Fleet and service level sizing |  | T0 + 150 days |
| Task 1.4: Service structuring |  | T0 + 150 days |
| Task 1.5: Comprehensive economic and financial analysis |  | T0 + 150 days |
| Phase 2: Prerequisites of the service | Task 2.1: Institutional Setup and Capacity Building |  | T0 + 165 days |
| Task 2.2: Carbon Footprint and Climate Impact |  | T0 + 180 days |
| Task 2.3: Socio-economic analysis of the project |  | T0 + 195 days |
| Task 2.4: Project Financing Plan and Fiduciary Arrangement |  | T0 + 210 days |
| Task 2.5: Risk Analysis |  | T0 + 225 days |
| Phase 3: Stakeholder Engagement and Results Dissemination | Task 3.1: Organize Stakeholder Engagement Workshop |  | T0 + 255 days |
| Task 3.2: Prepare Results Dissemination Materials |  | T0 + 270 days |

**The service provider will include an adjusted work schedule in its proposal: an optimization of the time to deliver the expected reports will be appreciated.**

The deliverables and supporting information (eg. Questionnaire, surveys) must be sent in a digital format and independently on the agreed delivery date. The service provider shall provide all deliverables in accordance with the agreed schedule.

Please note:

* Validation of deliverables cannot be prejudged by the service provider: it necessarily takes the form of a written approval (e-mail) by the Euroclima project officer when the deliverables are deemed satisfactory.
* Both the Euroclima team, in consultation with the national technical focal point, and the contractor will do their utmost to ensure that the deliverables are validated as quickly as possible.
  1. **Coordination and contacts**

The service provider shall designate a single contact person for project implementation purposes.

Julie Grunner, Euroclima project officer, will be the service provider’s main contact person for Expertise France

E-mail: [julie.grunner@expertisefrance.fr](mailto:julie.grunner@expertisefrance.fr)

Ken Aldonza, project manager, will be the service provider’s main contact person for Saint Lucia

E-mail: KenAldonza@GOSLRESDP.onmicrosoft.com

The Euroclima National Focal Point, shall be copied in key coordination emails, and shall be kept informed by the service provider of progress made and difficulties encountered, as necessary.

Email:

A launch meeting shall be held at the latest 15 days after the contract award has been notified. The meeting will gather relevant representatives from the service provider, the Euroclima Team at EF, the EUD in Barbados, the Department of Infrastructure, Ports and Transport (DIPT) .

Close collaboration must take place with all relevant stakeholders from assignment preparation right up to completion. Furthermore, regular exchanges must take place on assignment progress and any difficulties that may be encountered.

Any change of contacts will be notified by the relevant party to the others.

1. **Place, duration and terms of performance**

**Place of the assignment:** the works will be conducted at the premises of the service provider and field missions will be organised and implemented in Saint Lucia. The preparation of the field missions will be coordinated with DIPT and Expertise France. The service provider is expected to provide a detailed planning for field missions as part of the technical proposal, including number, purpose and duration.

**Implementation period: April 2025 to April 2026**

**Effective duration per assignment: 12 months**

The service provider will provide a detailed workplan in its technical proposal, based on the provisional

programme. Any changes made to the provisional programme shall be properly justified.

1. **Required expertise and profile**

The service provider shall provide a team of experts with the required skills and experience to successfully conduct the assignment. The number, roles and profiles of the experts shall be detailed by the service provider in its technical proposal. CVs of team members shall be included in the bid.

A gender balance in the composition of the team will be positively appreciated. All team members must have a good command of written and spoken English.

The team of the Consulting firm in charge of the study is expected to be composed at least of the following experts:

1. **Maritime transport specialist (team leader)**

* At least 15 years’ professional experience in conducting and managing feasibility studies and/or design study in maritime transport sector.
* At least 10 experiences in port infrastructure planning
* At least 3 Similar Projects (Feasibility Studies and Design of Ferry service) in similar context and geography
* Knowledge of ferry propulsion systems, including green technologies (electric, hybrid).
* Fluency in English

1. **Legal expert**

* Master’s degree in public law.
* At least 10 years of international and regional consultancy experience
* Minimum of 10 years work experience must have been obtained in the legal analysis of infrastructure and Public Private Partnership projects in power sector. At least 3 transport infrastructure projects in developing countries must be demonstrated.
* Knowledge of maritime regulations
* Fluency in English

1. **Economist of maritime transport with financial expertise**

* Advanced degree in Economics, Finance, Maritime Studies or transportation Economics
* At least 7 years of professional experience in maritime transport economic analysis, financial modeling and project feasibility studies
* Experience with sustainable transportation projects is considered an asset
* Proven expertise in developing financial models and assessing project profitability

1. **Environmental expert**

* Advanced degree in Environmental Science, Environmental Engineering, Marine Ecology, or a related discipline.
* At least 5 years of professional experience in conducting environmental assessments, particularly in maritime transportation and coastal settings.
* Demonstrated expertise in climate change adaptation, greenhouse gas reduction strategies, and waste management systems.
* Strong knowledge of World Bank Environmental and Social Framework (ESF) and International Finance Corporation (IFC) Performance Standards, including application in maritime contexts.
* Experience in conducting Environmental and Social Impact Assessments (ESIA) and preparing Environmental and Social Management Plans (ESMP).

1. **Social expert**

* Advanced degree in Sociology, Anthropology, Social Work, Gender Studies, or related fields.
* At least 5 years of experience in conducting socio-economic assessments and designing gender-sensitive programs, preferably in maritime or transport-related contexts.
* Demonstrated knowledge of World Bank Social Safeguards Policies and IFC Performance Standards.

Bidders are invited to submit additional profiles.

Provisions ensuring high-performance quality control and consistency of the entire service will be positively assessed.

The technical offers must include a list of team members and their intervention time.

Experience in island contexts, developing countries, and projects funded by international donors, as well as familiarity with donor standards, will be positively appreciated.

The Consultant must adhere to the team composition as specified and may not make any changes without prior approval from Expertise France.

1. **Monitoring and evaluation**

The service provider shall ensure a proper monitoring and evaluation of the different activities.

In its technical proposal, the service provider is expected to include a monitoring and evaluation methodology and milestones.

1. **Practical information**
2. Language of assignment: English
3. All travels shall be borne by the service provider and be included as part of the financial proposal. Experts remain solely responsible for organizing their own travel, accommodation, transport, insurance, communication and internet costs.
4. The Government of Saint Lucia will arrange the following during field missions: meeting room and internet while at the Government building.
5. The Government of Saint Lucia shall facilitate meetings with the stakeholders when deemed appropriate.
6. The Government of Saint Lucia shall assist with necessary documentation for entry and work in Saint Lucia.
7. During the implementation of the assignment, the visibility of the European Union as donor of the Euroclima Programme must be ensured, in accordance with the Euroclima Programme's rules on communication and visibility, which take into account the European Union's requirements for communication and visibility: <https://international-partnerships.ec.europa.eu/knowledge-hub/communicating-and-raising-eu-visibility-guidance-external-actions_en>. All reports and deliverables must include the emblem of the European Union (with the words "Financed by the European Union"), the logos of the Euroclima Programme and Expertise France, as well as the following "standard" disclaimer: “This publication has been produced with the financial support of the European Union. The contents are the sole responsibility of <name of author/partner> and do not necessarily reflect the views of the European Union"

1. [Saint Lucia First NDC (Updated submission).pdf](https://unfccc.int/sites/default/files/NDC/2022-06/Saint%20Lucia%20First%20NDC%20%28Updated%20submission%29.pdf) [↑](#footnote-ref-1)