

Practical
ACTION

Consultancy Services:
Legal Compliance
Frameworks & Public
Participation Advisory

ABOUT US

Practical Action is an international development organization putting ingenious ideas to work so people in poverty can change their world.

We help people find solutions to some of the world's toughest problems — challenges made worse by catastrophic climate change and persistent gender inequality. We work with communities to develop lasting and locally owned solutions for agriculture, water and waste management, climate resilience and clean energy. And we share what works with others, so answers that start small can grow big.

We consist of a UK registered charity with community projects in Africa, Asia and Latin America, alongside an independent development publishing company and a technical consulting service. We combine these specialisms to multiply our impact and help shape a world that works better for everyone.

In Kenya, we've been active for three decades, driving meaningful change in the systems that shape people's lives. We are a trusted partner to the government, funders, private sector, and communities. For more information, visit www.practicalaction.org

ABOUT THE PROJECT

Kenya is undergoing an energy transition to achieve its climate commitments and development goals, such as universal access to sustainable energy by 2030 and Net Zero emissions by 2050. Despite significant strides in renewable energy deployment and policy reforms, gaps in energy planning remain. These include fragmented coordination between national and county governments, inadequate data management systems, and limited county-level institutional capacity. These challenges hinder the development of the Integrated National Energy Plan (INEP) which addresses Kenya's energy needs while promoting social equity and environmental sustainability.

A consortium led by **Practical Action, Strathmore University, and KTH Royal Institute of Technology**, is undertaking a project to develop County Energy Plans (CEPs), Energy Policies, and Investment Prospectuses for 5 counties: Homabay, Murang'a, Siaya, Tharaka Nithi and Kajiado County. Over 12 months, the project will enhance institutional capacity for gender-responsive, inclusive energy planning, equipping counties with data-driven policies and investment strategies to attract financing and improve energy access.

Counties were selected based on their lack of energy plans, active energy departments, geographical representation, marginalized populations, and political willingness for implementation. The structure,

adaptive methodology ensures alignment with the Integrated National Energy Planning (INEP) framework, the Public Policy Guideline Handbook (2024), and best practices in investment planning. It incorporates evidence-based decision-making, stakeholder engagement, and Gender Equality, Disability, and Social Inclusion (GEDSI) principles to ensure that energy needs of vulnerable communities are addressed.

The consultant will lead a team of staff from Practical Action, MoEP, selected counties and community members to undertake legal compliance & Public participation Engagement. The project will run for 12 months with a key focus on strengthening county-level energy governance, guide investments, align with national frameworks, and contribute to sustainable development, attract financing and improve energy access.

The project will deliver impactful climate action by enhancing technical capacity improving governance frameworks and creating investment ready plans, The initiative directly supports Kenya's clean energy transition. It contributes to reduced greenhouse gas emissions, improved energy security and creation of green economic opportunities.

In this regard, Practical action is seeking the services of a consultant to support five counties (Homabay, Siaya, Tharaka Nithi, Murang'a, and Kajiado) to ensure the development of legally sound, participatory, and institutionally aligned county energy products.

PURPOSE OF THE ASSIGNMENT

The purpose of this assignment is to provide legal, procedural, and public participation advisory support to guide the development of CEPs, IPs, and EPs. The consultant will develop frameworks, tools, and advisory inputs that strengthen legal alignment, legislative engagement, and public participation processes, thereby supporting counties to position the plans for consideration and adoption by County Governments.

Counties	Energy Planning Support
Murang'a, Siaya, Homabay, Tharaka Nithi & Kajiado Counties	Legal Compliance Frameworks & Public Participation

SPECIFIC OBJECTIVES OF THE ASSIGNMENT

1. Provide Legal Advisory and Compliance Guidance.

Offer legal advisory inputs to guide CEPs, IPs, and EPs toward alignment with:

- The Constitution of Kenya
- Energy Act 2019
- Public Policy Handbook (2024)
- INEP Regulations (2025)
- County Governments Act
- PFM Act and county budgeting cycles

- Other relevant national and county legal frameworks

2. **Strengthen and Facilitate County Legislative Engagement**

Provide both structural and operational support to legislative processes by:

- Developing practical frameworks, process maps, and guidance documents outlining legislative pathways for CEP, IP, and EP consideration.
- Clarifying the required steps for County Executive and County Assembly processing, including the roles of the County Attorney, Clerk, and Assembly Committees.
- Preparing briefing notes, issue papers, explanatory memos, and communication materials to support legislative understanding.
- Advising counties on committee processes, motion development, and Assembly expectations.
- Facilitating constructive engagement and relationship-building between counties, technical consultants, and legislative offices to support smooth progression through legislative processes.

3. **Guide Legally Compliant Public Participation**

Guide counties in designing and implementing public participation plans and tools that meet constitutional, statutory, and county-level requirements, ensuring inclusion, transparency, and broad stakeholder ownership.

SCOPE OF WORK

The Consultant will undertake the following tasks:

1. Inception and Planning

- Holding introductory meetings with the project team and county leads to understand context, timelines, and expectations.
- Prepare an inception report outlining the methodology, timelines, and engagement approach.
- Conduct county-specific stakeholder mapping, including County Assembly committees, County Attorneys, Clerks, and other legislative actors.

2. Legal Compliance Review

- Review relevant national frameworks, including the Constitution of Kenya, Energy Act, INEP Regulations (2025), PFM Act, County Governments Act, and other applicable sectoral laws.
- Review county-level legal frameworks, including enabling legislation, policy development procedures, and decision-making processes.
- Identify legal risks, compliance gaps, and procedural inconsistencies that may affect CEP, IP, or EP adoption

3. Legislative Engagement Support

- Develop a structured approach and guidance for engaging County Assemblies, County Attorneys, and legislative committees.
- Prepare briefing notes, explanatory memos, issue papers, and other materials required to support legislative understanding of CEPs, IPs, and EPs.
- Support the project team and counties to conduct targeted engagements with legislative offices and relevant committees.
- Provide advisory support on committee processes, motions, resolutions, and procedural expectations.

4. Public Participation Design and Support

- Develop county-specific public participation frameworks that align with constitutional, statutory, and county-level requirements.
- Provide templates for notices, invitations, facilitation tools, reporting templates, and compliance checklists. Support county teams during public participation events (physical, virtual, or hybrid) by offering technical guidance on process, documentation, and inclusion requirements.

5. Legal Review of Draft County Energy Products

Provide annotated legal advisory notes on draft CEPs, IPs, and EPs, focusing on legal structure, wording, compliance, and procedural alignment.

- Advise on integration of the products with CIDP, ADP, sector plans, and county legislative pathways.

6. Consolidated Reporting.

Prepare consolidated outputs and reports summarizing:

- legal compliance status for each county.
- alignment with legislative pathways.
- public participation outcomes and documentation quality.
- identified risks and recommendations.
- next steps for submission, consideration, and adoption.

NOTE: The outcome of each delivery shall be presented to the technical working group and approved. It is expected that there will be adequate stakeholder engagement at each stage of the process to ensure that all forms of feedback are incorporated.

EXPECTED DELIVERABLES.

1. Inception Report & County Engagement Mapping

- Methodology, approach, and detailed workplan
- County-specific mapping of Assemblies, County Attorneys, Clerks, committees, and key legislative actors
- Engagement approach with Lead CEP and EP technical consultants.

Output: *Inception Report & Stakeholder Mapping Package*

2. Legislative & Legal Engagement Guide.

- Engagement plan for Assembly Committees and County Attorney's Office
- Practical guidance on legislative pathways, committee processes, and approval procedures
- Communication briefs, stakeholder messages, and legal justification notes
- Summary notes and FAQ-style guidance for county teams

Output: County Legislative & Legal Engagement Guide (per county)

3. Public Participation Framework & Toolkit

Including:

- Universal public participation plan
- Templates for public notices, briefing materials, stakeholder lists, sign-in sheets, documentation forms
- Checklists for legal compliance
- Reporting templates for PP outcomes.

Output: *Public Participation Framework Toolkit. (one toolkit to be applied in all 5 Counties)*

4. Legal Advisory Notes for Draft CEP, IP & EP

For each of the 3 products:

- Annotated legal review and compliance status
- Recommendations for legal wording, structure, and alignment
- Integration advice for CIDP/ADP and legislative procedures

Output: *5 Legislative Engagement Dossiers (one per county covering the CEP, EP and IP)*

5. Final Consolidated Assignment Report

Covering:

- Summary of activities and results across all five counties
- Status of compliance for CEPs, IPs, and EPs

- Summary of legislative engagement, political alignment, and readiness for consideration
- Public participation outcomes and evidence quality

Key risks, mitigation strategies, and recommendations for adoption, implementation, and replication.

Output: Final Consolidated Report

Deliverables Schedule.

• Deliverable	• Description	• Indicate Timeline
• Inception Report	• Detailed work plan, methodology, and mapping of Assemblies, County Attorneys, Clerks, committees, and legislative actors,	• December 2025
• Legislative & Legal Engagement Guide	• Engagement plan, legislative pathways, committee processes, communication briefs, stakeholder messages, legal justification notes, and FAQ guidance.	• January 2026
• Legal Advisory Reports & Notes (5)	• County-level legal compliance assessments and annotated legal advisory notes for CEP, IP, and EP, including statutory alignment and integration with CIDP/ADP	• February 2026
• Public Participation Framework & Toolkit (Universal Toolkit)	• Universal PP framework with templates, notices, checklists, reporting tools, and structured guidance for compliant PP processes.	• March 2026
• Final Consolidated Report	• Summary of county results, legal compliance status, legislative alignment, PP outcomes, risks, mitigation measures, and Recommendations for adoption and replication	• July 2026

REQUIRED QUALIFICATIONS AND EXPERIENCE

- Bachelor's degree in law (LLB) required
- Advocate of the High Court of Kenya (mandatory)
- Minimum 7–10 years of experience in legal or policy advisory roles
- Proven experience working with county governments, legislative processes, or public policy development
- Demonstrated experience designing or supporting public participation processes
- Experience in the energy sector or related sectors (e.g., climate, environment, infrastructure) is

- an asset
- Strong understanding of Kenya's devolution system and legislative procedures
- Excellent stakeholder engagement skills
- Ability to produce high-quality legal and policy documents
- Strong communication and facilitation skills

ADMINISTRATIVE AND LOGISTICAL SUPPORT

- The consultant will work closely with, and receive support from, Practical Action staff team and Gender Directorate in State Department for Energy.
- The PACE project team will provide day-to-day support during the assignment to support the actualization of this assignment and within stipulated timelines.
- Practical Action will also provide all necessary program documents required.

TIMEFRAME

The consultancy is expected to commence in November 2025.

GUIDELINES FOR SUBMISSION OF APPLICATION

Interested candidates should submit:

- 1) A technical proposal detailing interpretation of the TOR, proposed methodology including sampling framework, work schedule and deliverables etc.
- 2) A capability statement demonstrating how the consultants meet the required qualifications and competencies.
- 3) Copies of all relevant Curriculum Vitae (CVs). Only CVs for the specific individuals that will form the proposed survey team should be included; two references (including one from your last client).
- 4) Detailed financial proposal in Kenyan Shillings: If the team consists of several members, the professional fees should not just be a daily rate, but it should be based on clearly shown time allocation by each member of the team to the various activities.
- 5) Evidence of experience in similar work
- 6) Mandatory statutory documents and tax compliance certificates

Note that the payments will be done subject to the consulting entity meeting quality and timely delivery of stated tasks.