

UNLEASHING THE BLUE ECONOMY IN THE CARIBBEAN (UBEC) PROJECT GRENADA

TERMS OF REFERENCE

Fish Aggregating Device (FAD) Policy and Regulatory Framework

1. UBEC PROJECT BACKGROUND

The Government of the State of Grenada in collaboration with the Governments of St. Lucia and St. Vincent and the Grenadines, along with the Organization of the Eastern Caribbean (OECS) Commission is undertaking implementation of the ‘Unleashing the Blue Economy of the Caribbean (UBEC) Project’ through a hybrid funding facility. This Project is being implemented as a Series of Projects (SOPs) over a fifteen-year period (with each project having a five-year life cycle), with participation of countries based on readiness. The Project Development Objective (PDO) is to strengthen the enabling environment for the blue economy, economic recovery, and resilience of selected coastal assets in participating countries and within the subregion. The PDO serves as an overall framework for strengthening the management and resilience of marine and coastal assets to stimulate select OECS economies at the regional, national and community levels.

The First phase of the SOP is currently being implemented (2022–2028) and comprises four Components across three key sectors - tourism, fisheries, and solid waste management sectors in participating member states with regional support from the OECS Commission. In Grenada, the Project is implemented by the Ministry of Mobilization, Implementation and Transformation in partnership with key sectors through the UBEC Project Implementation Unit.

2. FAD FISHERIES SECTOR OVERVIEW

Anchored/Fixed Fish Aggregating Devices (aFADs) have become an integral part of modern fishing practice in the Eastern Caribbean. This technology, introduced in the region over the last two decades, has transformed fishing efficiency for small-scale pelagic fishers and offers potential for reducing pressure on overexploited nearshore reef resources by shifting effort offshore toward large pelagic species. The number of aFADs deployed within Grenada's Exclusive Economic Zone has increased steadily, offering the opportunity for improved fisher revenues and more sustainable use of the marine resource base.

While the use of a FADs has increased steadily, there is currently no dedicated national FAD policy, management framework, or regulatory instrument. This absence of governance creates risks of unsustainable fishing practices, including localized depletion of individual FADs, inadequate data collection for international reporting obligations, and uncoordinated deployment that may affect marine habitats and adjacent marine protected areas.

The Government of Grenada aims to fill this governance gap through the development and implementation of a proportionate, evidence-based, and national policy and management framework based around international best practices. To support the Government of Grenada in achieving these objectives, the UBEC Project seeks to engage a qualified consulting firm

with demonstrated experience in fisheries governance, policy development, and fisheries management.

3. OBJECTIVES

The Fisheries Division of Grenada is seeking the services of a qualified consulting firm with demonstrated experience in fisheries management and governance to develop a national FAD Policy, FAD Management Plan, and associated Regulatory Instruments. The firm shall assign a team of key personnel to this engagement. The firm shall work in close collaboration with the Grenada Fisheries Division, the Grenada UBEC Project Team, the OECS Programme Management Unit (PMU), and fisheries counterparts in St. Lucia and St. Vincent and the Grenadines.

4. SCOPE OF WORK

The scope of work includes:

- Inception meetings
- Desk Review and Baseline Analysis
- Field Evaluation and Stakeholder Consultations
- Data Analysis and Baseline Establishment
- FAD Management Plan development
- MCS systems and tools
- MPA Co-Management Best Practices
- Legislative and Regulatory Gap Analysis
- Communication and Outreach
- Technical Report writing
- Capacity Building and On-the-Job Mentoring of Fisheries Division Staff.

5. TASKS

The consultant shall:

TASK A - INCEPTION MEETING

The consultant shall:

- Conduct an inception meeting with the Fisheries Division, UBEC Project Team, and others invited at the discretion of the Fisheries Division to present and agree the refined methodology, work plan, and schedule of deliverables
- Confirm stakeholder engagement strategy, data access arrangements, and counterpart responsibilities

Deliverable A: a brief Inception Report documenting the agreed methodology, finalised work plan, data collection tools, and Impact Logic / Theory of Change.

TASK B - DESK REVIEW AND BASELINE ANALYSIS:

The consultant shall:

- Develop a theory of change that articulates the expected outcomes of a well-designed FAD policy and management plan and to use this framework to assist with defining the policy objectives, performance indicators, and monitoring requirements that deliverables must address
- Review existing Grenadian national fisheries policies, legislation, and regulatory frameworks regarding FADs, including the manuals produced under the WINDREF Consultancy.
- Review CRFM and OECS existing guidelines and policy instruments relevant to FAD management to establish the regional baselines.
- Review regional and international best practices in FAD governance and management, with reference to ICCAT conservation and management measures applicable to the Western Central Atlantic, WECAFC advisory frameworks, and drawing on best practice models from FAD-intensive regions including the Western and Central Pacific (WCPFC) where applicable.
- Prepare Draft Policy statements, a Draft FAD Management Plan and Draft Regulations that will form the basis of stakeholder consultations.

Deliverable B: A Baseline Report which includes Draft Policy statements, a Draft FAD Management Plan and Draft Regulations that will form the basis of stakeholder consultations.

TASK C - FAD FISHERIES CATCH BASELINE REPORT:

The consultant shall:

- The Fisheries Division shall compile and provide to the consultant, no later than the end of Month 2, a consolidated dataset comprising all available landing records, FAD logbooks, vessel registrations, FAD location records, and ICCAT submission histories held by the Fisheries Division and partner agencies. The consultant shall analyse this dataset to establish baseline indicators for FAD-associated catch composition, fishing effort, FAD locations, and gear usage, and shall identify and document data gaps that require remedial action.
- Review Grenada's existing national reporting obligations to ICCAT, assess the adequacy of current data collection systems and reporting processes, and identify and recommend specific measures to strengthen compliance and improve the quality of data submitted on FAD-associated highly migratory species.
- Design and recommend FAD-specific catch reporting templates capable of capturing the fisheries data required to meet ICCAT reporting obligations, and compatible with the existing Fisheries Information Systems.

Deliverable C: Grenada FAD Fisheries Catch Baseline Report, comprising catch composition analysis, baseline indicators, an assessment of ICCAT reporting adequacy, and recommended catch reporting templates.

TASK D - FIELD EVALUATION AND STAKEHOLDER CONSULTATIONS:

The consultant shall:

- Design robust data collection tools (e.g., structured questionnaires, focus group discussion guides).
- Develop and engage stakeholders in consultations, public awareness campaigns bulletins, brochures, and electronic communications programs in accordance with national policy directives with the Ministry of the Blue Economy and Marine Affairs (BEMA), fishing communities, NGOs (local, regional and international) Civil Society Groups, Ministry of Education (MOE), Grenada Tourism Authority (GTA), Grenada Hotel Association (GHA), Ministry of Climate Resilience, the Environment and Renewable Energy (MCRERE) and Ministry of Agriculture, Lands and Forestry.
- Provide qualitative data on perceptions, potential impacts, and acceptability of current and new regulations.
- Prepare a risk assessment and recommend risk mitigation measures.

Deliverable D: Stakeholder Consultation and Validation Report

TASK E - DRAFTING OF GOVERNANCE DOCUMENTS:

The consultant shall analyze the data collected through Tasks A-D and prepare the following standalone draft documents:

1. **DRAFT FAD MANAGEMENT PLAN** - Develop a comprehensive FAD Management Plan that provides Science based best practices for sustainable FAD usage and environmental safeguards, including:
 - FAD siting criteria and gazettement of locations, taking into consideration documentation produced under the WINDREF Consultancy Services on FADs Deployment.
 - FAD Vessel and Catch restrictions including safety related measures
 - FAD Maintenance responsibilities, FAD marking standards, and protocols for lost or derelict gear.
 - A co-management governance structure defining roles and responsibilities for the Fisheries Division, Fisher Associations, and coastal communities.
 - Provisions addressing FAD interactions with existing and proposed Marine Protected Areas.
 - Monitoring and assessment of FAD impacts on the marine environment.
 - A catch logbook and data recording system for FAD-associated landings, compatible with the existing Fisheries Information Systems and ICCAT reporting requirements.
2. **DRAFT FAD POLICY DOCUMENT** – Develop A concise skeleton policy document, not exceeding fifteen (15) pages, identifying the key policy issues, proposed management measures, and governance principles that will underpin the full national FAD Policy. This Draft FAD Policy Document will serve as the primary consultation document for stakeholder review. It shall address, at minimum, the following elements:

- Statement of policy purpose, scope, and objectives;
- Key FAD management issues identified through the baseline analysis
- Proposed FAD-level effort management measures, including access rules and seasonal provisions
- Proposed co-management governance structure and institutional roles
- FAD–MPA interface principles
- Alignment with ICCAT reporting obligations and OECS harmonization principles
- Identification of issues requiring legislative or regulatory action.

3. DRAFT LEGISLATIVE AND REGULATORY TEXTS – Prepare legislative briefs and drafting instructions to support the development of amendments to the Fisheries Act and subsidiary fisheries regulations required for implementation of the proposed FAD governance framework. The briefs shall be written in plain policy language and provide sufficient technical and policy guidance to support preparation of formal legislative text by the Attorney General’s Office.

4. DRAFT FAD CO-MANAGEMENT FRAMEWORK – Develop two standalone governance instruments:

- FAD Co-Management Framework — defining fisher and Fisher Association roles in FAD access, maintenance, and incident reporting; benefit-sharing and cost-recovery arrangements; dispute resolution procedures; and performance monitoring indicators. The Framework shall identify any legal or regulatory gaps requiring remedial action.
- MPA–FAD Interface Protocol — identifying MPAs affected by current or planned FAD deployments and recommending appropriate buffer zones, exclusion areas, or conditional access provisions. The Protocol shall define joint oversight arrangements between the Fisheries Division and relevant MPA authorities and identify any amendments required to existing MPA legal instruments.

Deliverable E: A Governance report containing the draft FAD management plan, draft co-management framework, draft FAD policy document, and draft legislative and regulatory texts.

TASK F – COMMUNICATION MATERIALS

The consultant shall prepare Communication and Outreach Materials: educational leaflets, posters, and outreach plan for fishing communities.

Deliverable F: Communication materials.

TASK G – CAPACITY BUILDING AND MENTORING OF FISHERIES DIVISION STAFF

Throughout the duration of the contract, the firm shall implement a structured, on-the-job capacity building programme for designated staff of the Grenada Fisheries Division. This programme is a core deliverable of the engagement and shall not be treated as an ancillary or discretionary activity. The firm shall:

- Designate one key personnel member with primary responsibility for mentoring, to be identified in the firm's technical proposal and confirmed at inception.
- Assign up to three designated Fisheries Division staff as mentee counterparts for the duration of the contract, in consultation with the Chief Fisheries Officer.
- Submit a Capacity Building Plan at inception, setting out the learning objectives, knowledge transfer methods, and schedule of mentoring activities aligned to each task and deliverable.
- Ensure that designated counterpart staff are actively involved in data collection, stakeholder consultations, technical analysis, and drafting processes throughout the engagement, with the firm providing structured guidance and review at each stage.
- Deliver at least two structured technical training workshops for Fisheries Division staff during the contract period: one at Month 3 covering FAD management frameworks and international obligations; and one at Month 9 covering the application and implementation of the governance instruments developed under this contract.
- Submit a Capacity Building Progress Report at Month 6, documenting knowledge transfer activities completed, skills developed, and any adjustments recommended to the remainder of the programme.
- Submit a final Capacity Building Completion Report as part of Deliverable G, documenting outcomes achieved against the original Capacity Building Plan, competencies transferred, and recommendations for sustaining the governance framework beyond the life of the contract.

Deliverable G: Capacity Building Plan (Month 1); Capacity Building Progress Report (Month 6); two structured training workshops (Months 3 and 9); and Capacity Building Completion Report (included in Deliverable H, Month 12).

TASK H – FINAL REPORT:

The consultant shall prepare a Draft Final Report incorporating:

- all comments, corrections, and recommendations received during the Stakeholder Validation Workshop

- written feedback submitted by the Ministry, the Fisheries Division, the UBEC Project Team, and others invited by the Government of Grenada to review the texts.
- The Draft Final Report shall demonstrate, through a structured response matrix, how each item of feedback has been considered and addressed, or where feedback has not been incorporated, provide a clear and reasoned justification.
- The Draft Final Report shall be submitted within twenty-one (21) calendar days of the close of the formal feedback period following the Stakeholder Validation Workshop.

6. DELIVERABLES

The consultant shall submit the following deliverables in English.

#	Deliverable	Timing
A	Inception Report including refined methodology, work plan, finalized data collection tools, and Impact Logic / Theory of Change	Month 1
B	Desk Review and Baseline Analysis	Month 3
C	Grenada FAD Fisheries Catch Baseline Report, comprising catch composition analysis, baseline indicators, an assessment of ICCAT reporting adequacy, and recommended catch reporting templates.	Month 4
D	Stakeholder Consultation and Validation Report	Month 6
E	A Governance report containing the Draft FAD Policy Document, Draft FAD Management Plan, Draft Legislative Briefs, and (subject to the Month 6 review) the Draft FAD Co-Management Framework and MPA–FAD Interface Management Protocol.	Months 7–10
F	Communication and Outreach Materials: educational leaflets, posters, and outreach plan for fishing communities	Month 10
G	Capacity Building Completion Report including details of training delivered to fisheries personnel.	Month 12
H	Final Report incorporating all comments, corrections, and recommendations received during the Stakeholder Validation Workshop and written feedback submitted by the Ministry, the	Month 12

#	Deliverable	Timing
	Fisheries Division, the UBEC Project Team, and others invited by the Government of Grenada to review the texts.	

7. QUALIFICATIONS AND EXPERIENCE

Firm Profile and Key Personnel Requirements

The preferred firm is a consulting organization with a demonstrated institutional track record in fisheries management, marine governance, and policy development in the Caribbean region or comparable Small Island Developing State (SIDS) contexts. The firm shall have established capacity in fisheries policy, legislative gap analyses, FAD management, stakeholder engagement, and communications as in-house competencies. The firm shall assign at least two key personnel to this engagement: a Team Leader (Senior FAD and Fisheries Management Specialist) and a Policy, Legislation and Engagement Specialist. Both key personnel must be named in the firm's technical proposal and their CVs submitted for client review. Substitution of key personnel during the contract requires prior written approval from the Chief Fisheries Officer and the UBEC Project Manager.

The firm shall demonstrate institutional experience with the international and regional fisheries governance frameworks relevant to the Western Central Atlantic, including ICCAT, WECAFC, CRFM, and FAO instruments. The firm shall have prior engagement with World Bank or comparable multilateral-financed fisheries projects. The firm shall have a proven track record of delivering capacity building and mentoring programmes as an integrated component of technical assistance engagements in developing country or SIDS contexts.

Firm-Level Requirements

Requirement	Standard
Regional Experience	Demonstrated institutional experience delivering fisheries management or marine governance assignments in the Caribbean region or comparable SIDS context. Minimum three completed assignments of comparable scope in the last ten years.
Core Competencies	In-house capacity in: fisheries policy development; legislative gap analyses; FAD management; stakeholder engagement; and

Requirement	Standard
Multilateral Finance	communications. Evidence of in-house capacity must be demonstrated through CVs of proposed key personnel. Prior experience delivering assignments financed by the World Bank, IDB, CDB, GEF, or comparable multilateral institution. Familiarity with World Bank Environmental and Social Standards (ESS) and procurement procedures.
Capacity Building	Demonstrated track record of delivering structured on-the-job mentoring and capacity building programmes as an integrated component of technical assistance engagements in SIDS or developing country contexts.

Key Personnel Profile 1: Team Leader – Senior FAD and Fisheries Management Specialist

The Team Leader holds overall technical responsibility for the quality and timely delivery of all outputs under this contract. This person leads the FAD management, data analysis, and management plan development workstreams, and has primary accountability for the Capacity Building programme. The Team Leader must be available for the full twelve-month duration of the contract.

Category	Requirement
Education	Master's degree in Fisheries Science, Marine Biology, Environmental Management, Coastal Zone Management, or a closely related field. Bachelor's degree considered with demonstrated additional experience of at least twelve (12) years.
General Experience	Minimum ten (10) years of progressively responsible experience in fisheries management or coastal resource management, with at least five (5) years in a SIDS or Caribbean regional context. Demonstrated experience leading multi-deliverable technical assistance assignments.
FAD Management	Demonstrated experience in the design, deployment, monitoring, and management of anchored FAD systems in small-scale fisheries contexts. Knowledge of FAD-associated ecological risks including marine debris, ghost gear, and bycatch.
Fisheries Data and MCS	Experience with catch logbook and landing data systems; GIS and spatial data for vessel and FAD monitoring in the small-boat sector. Working knowledge of Monitoring, Control and

Category	Requirement
International Obligations	Surveillance (MCS) frameworks applicable to small-scale pelagic fisheries. Working knowledge of ICCAT conservation and management measures applicable to highly migratory species in the Western Central Atlantic; familiarity with WECAFC advisory frameworks, CRFM instruments, and FAD management best practices from WCPFC as reference material.
Capacity Building	Demonstrated experience designing and delivering structured on-the-job mentoring and technical training programmes for government fisheries staff in developing country or SIDS contexts. Experience developing training materials and competency assessments.
E&S Standards	Experience applying World Bank Environmental and Social Standards (ESS) in fisheries policy documents and project deliverables, with particular reference to ESS6 (Biodiversity Conservation) and ESS7 (Indigenous Peoples and Local Communities).
Language and Communication	Fluency in English (written and oral). Strong technical report writing and presentation skills. Demonstrated ability to communicate complex technical content to non-specialist audiences.

Key Personnel Profile 2: Policy, Legislation and Engagement Specialist

The Policy, Legislation and Engagement Specialist holds primary responsibility for the policy drafting, legislative analysis, stakeholder consultation, and communications workstreams. This person works in close coordination with the Team Leader and serves as the firm's primary counterpart to the Fisheries Division on day-to-day engagement. The specialist must be available for a minimum of ten (10) of the twelve (12) contract months, with continuous availability required during Months 4 through 10.

Category	Requirement
Education	Master's Degree in Law, Environmental Law, Public Policy, Natural Resource Management, or a closely related field. Bachelor's Degree in Law with postgraduate qualification in a relevant field also considered.

Category	Requirement
General Experience	Minimum seven (7) years of experience in natural resource policy development, environmental legislation, or fisheries governance, with demonstrated experience in at least two Caribbean or SIDS country contexts.
Policy Development	Demonstrated experience developing national fisheries or natural resource policies, including theory of change development, policy options analysis, and preparation of policy documents for government adoption. Experience with OECS or CARICOM policy harmonization processes is an asset.
Legislative Drafting	Demonstrated experience preparing legislative briefs and subsidiary legislative instruments (statutory rules, ministerial orders, fisheries regulations) in Commonwealth or civil law jurisdictions. Experience working with Attorney General's offices or parliamentary counsel to translate policy intent into formal legal text.
MPA Governance	Knowledge of MPA co-management frameworks in small island developing states, including legal instruments, community governance structures, and management planning processes. Familiarity with Caribbean regional MPA policy instruments.
Stakeholder Engagement	Demonstrated experience designing and facilitating participatory consultation processes with fishing communities, Fisher Associations, government agencies, and civil society in Caribbean or SIDS contexts. Experience applying World Bank Stakeholder Engagement Plan (SEP) requirements.
Communications	In-house competency in developing public awareness and outreach materials for fishing communities, including educational leaflets, posters, and digital communications content. Working knowledge of multimedia and ICT tools for fisheries extension.
Regional Coordination	Experience facilitating multi-country technical and policy processes in the Caribbean region; demonstrated ability to work effectively across national institutional contexts. Familiarity with OECS Commission, CRFM, and WECAFC governance structures.

Category	Requirement
Language	Fluency in English (written and oral). Strong policy writing, facilitation, and multi-stakeholder communication skills.

DURATION OF CONSULTANCY

The duration of the Contract is twelve (12) calendar months. The firm's key personnel must be available for the periods specified in the Key Personnel Profiles above, under the direct supervision and guidance of the Chief Technical Officer, Chief Fisheries Officer or a designated representative within the Fisheries Division, Ministry of Blue Economy and Marine Affairs.

All deliverables must be submitted to this designated official for review and approval. Approved deliverables are submitted to the Project Manager, UBEC Project, to facilitate payment processes. The logistics for the Stakeholder Validation Workshop will be arranged by the Fisheries Division in coordination with the UBEC Project Team.

The firm shall prepare all technical materials, presentations, and discussion guides required for the workshop, and shall attend and provide technical facilitation support. A formal mid-contract review shall be conducted at Month 6 between the firm's Team Leader, the Chief Fisheries Officer, and the UBEC Project Manager. The review shall assess progress against the agreed work plan, identify any emerging risks to timely delivery, and agree any necessary adjustments to scope, sequencing, or support arrangements. Any agreed adjustments shall be documented in writing and attached to the contract as a variation.

Substitution of either key personnel position during the contract requires prior written approval from the Chief Fisheries Officer and UBEC Project Manager and shall not be used as a mechanism to introduce personnel of lesser qualification than those proposed and evaluated at selection stage. Interested firms should submit an Expression of Interest (EOI) of no more than fifteen (15) pages, demonstrating the firm's institutional qualifications and experience and including the CVs of both proposed key personnel in accordance with the requirements set out above. CVs must not exceed four (4) pages each and are excluded from the page limit.

The PIU in collaboration with Fisheries Division will aid and validate requests for necessary and available data and reports as required from partnering agencies and ministries.