



**KENYA REVENUE  
AUTHORITY**

ISO 9001:2015 CERTIFIED

**COUNTRY: KENYA**

**PROJECT: HORN OF AFRICA GATEWAY DEVELOPMENT PROJECT (HoAGDP)**

**IMPLEMENTING AGENCY: KENYA REVENUE AUTHORITY**

**CREDIT NO: 6768-KE**

**REFERENCE NO: KE-KRA-511187-CS-QCBS**

**TERMS OF REFERENCE FOR:**

**CONSULTANCY SERVICES TO DEVELOP THE KRA DIGITAL  
TRANSFORMATION STRATEGY 2025/26-2028/29, ENTERPRISE  
ARCHITECTURE BLUE PRINT AND IMPLEMENTATION PLAN**

**JANUARY 2026**

**Client:**

The Commissioner General,  
Kenya Revenue Authority  
Times Towers 30th Floor, Haile Selassie  
PO Box 48240 - 00100 Nairobi Kenya



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Abbreviations		
No.	Term	Meaning
1.	<b>KRA</b>	Kenya Revenue Authority
2.	<b>GoK</b>	Government of Kenya
3.	<b>BSTEM</b>	Business Strategy, Technology and Enterprise Modernization
4.	<b>EA</b>	Enterprise Architecture
5.	<b>IoT</b>	Internet of Things
6.	<b>AWS</b>	Amazon Web Service
7.	<b>GCP</b>	Google Cloud Platform
8.	<b>IT</b>	Information Technology
9.	<b>IM</b>	Infrastructure Management
10	<b>ICT</b>	Information & Communication Technology
11.	<b>IDA</b>	International Development Association
12	<b>CCIE</b>	Cisco Certified Internetwork Expert
13	<b>IP</b>	Internet Protocol
14	<b>ML</b>	Machine learning
15	<b>API</b>	Application Programming Interface
16	<b>IIBA</b>	International Institute of Business Analysis.
17.	<b>AI</b>	Artificial Intelligence
18	<b>HoAGDP</b>	Horn of Africa Gateway Development Project
19	<b>SAP</b>	Systems Applications and Products in Data Processing
20	<b>TOR</b>	Terms of Reference
21	<b>PDF</b>	Portable Document Format
22	<b>CDCP</b>	Certified Data Centre Professional
23	<b>SDWAN</b>	Software Defined Wide Area Network
24	<b>PAM</b>	Privileged Access Management
25	<b>TOGAF</b>	The Open Group Architectural Framework
26	<b>FEAF</b>	Federal Enterprise Architecture Framework
27	<b>CISSP</b>	Certified Information Systems Security Professional



## **1.0 Background**

The Kenya Revenue Authority (KRA) is mandated to assess, collect, and account for all revenues in accordance with the laws of Kenya. In line with Kenya's Vision 2030 and the Digital Economy Blueprint, KRA seeks to leverage digital technologies to enhance revenue collection, improve taxpayer services, reduce compliance costs, and increase transparency. KRA operates multiple systems supporting tax administration, taxpayer services, compliance, analytics, corporate support, and integration. However, these systems face challenges such as limited integration, data silos, and insufficient advanced analytics.

## **2.0 Objectives of the assignment**

Through the Horn of Africa Gateway Development Project (HoAGDP) funded by the International Development Association (IDA), the KRA is seeking a consultant to develop a comprehensive Digital Transformation Strategy and Enterprise Architecture (EA) blue print and Implementation plan. This initiative aims to achieve operational excellence and maximize revenue collection through innovative digital solutions, in alignment with Kenya's Vision 2030 and the Digital Economy Blueprint:

- Develop a forward-looking Digital Transformation Strategy aligned with KRA's mandate, 9th Corporate plan, Vision 2030, and the Digital Economy Blueprint, Kenya National Digital Master Plan 2022-2032.
- Design a robust Enterprise Architecture blue print to guide KRA's digital transformation, supports the Digital Strategy, and addresses challenges inherent in the current system.
- Prepare specification for the designed Enterprise Architecture blue print implementation plan with costing and prioritization of critical components subject to availability of funds.

## **3.0 Scope of work**

### **3.1 Assessment and Baseline Analysis**

- Conduct a comprehensive assessment of KRA's current digital landscape and business solutions, including systems, infrastructure, processes, and data flows (i.e. Assess KRA's current digital maturity, systems, and processes)
- Identify gaps, risks and challenges in the existing digital ecosystem (e.g., integration issues, data quality challenges, and interoperability) and opportunities for digital transformation.
- Identify integration issues, data quality challenges, and interoperability gaps.

- Develop current Enterprise Architecture blue print AS -IS

### **3.2 Development of Digital Transformation (DT) Strategy**

- Develop a Digital Transformation Strategy with clear vision, mission, objectives, and key performance indicators (KPIs).
- The digital strategy should align with the Regional, National and sectoral policies, including KRAs 9<sup>th</sup> Corporate Plan, Vision 2030 and the Digital Economy, and Kenya National Digital Master Plan 2022-2032.
- Identify priority digital initiatives, innovation opportunities, and develop a roadmap for implementation.

### **3.3 Development of Enterprise Architecture (EA)**

- Define EA principles, governance structures, and linkages to KRA's strategic objectives.
- Map out business, data, application, and technology architectures.
- Develop an Enterprise Architecture (EA) framework based on international standards and best practices (e.g., TOGAF, Zachman)
- Develop a futuristic Blue print of the EA Environment
- Develop cost estimates for the implementation of EA

### **3.4 Implementation Plan/Roadmap and Change Management**

- Develop a phased implementation roadmap, including milestones, resource requirements, and risk mitigation strategies.
- Propose change management and capacity-building plans to ensure successful adoption.

### **3.5 Reporting and Documentation**

- Prepare comprehensive reports, including Baseline Assessment, Digital Transformation Strategy, EA blueprint, Implementation Roadmap and Change Management Plan.
- Document lessons learned and best practices.

The consulting firm is therefore expected to undertake the defined scope of work as follows as a lump sum based assignment

The consultant is required to:

- (i) Develop a comprehensive Digital Transformation strategy leveraging disruptive technologies for KRA covering the following broad areas among others;
  1. Enterprise architecture
  2. Business Applications
  3. IT infrastructure and support



4. Information security
  5. Business intelligence and data analytics
  6. Technology governance
  7. Data and AI governance
  8. Project Delivery and governance
  9. Technology Talent Management
- (ii) Develop Enterprise Architecture Blue Print covering;
1. Overall Digital architecture blue print
  2. Business architecture blue print
  3. Security architecture blue print
  4. Data architecture blue print
  5. Infrastructure/Technology architecture blue print
  6. Solution/Application architecture blue print
  7. Systems integration and interoperability frameworks
- (iii) Develop TOR and bidding documents to procure a firm for implementing enterprise architecture blueprint.

**Note: Upon successful completion and approval of the above scope, the successful consultant may be considered for the supervision of the implementation phase, subject to satisfactory performance and availability of funds.**

#### **4.0 Methodology**

The consultancy should employ a participatory and iterative approach, including:

1. Stakeholder consultations (KRA staff, taxpayers, government agencies).
2. Workshops with key stakeholders.
3. Benchmarking and use cases against international best practices.
4. Use of proven frameworks for digital transformation and enterprise architecture (e.g., TOGAF, Zachman).

#### **5.0 Deliverables**

The specific deliverables shall include, but not limited to, the following milestones:

1. **Inception Report:** Detailing methodology, work plan, and stakeholder engagement plan.
2. **Assessment Report:** Report on the 4<sup>th</sup> ICT strategy implementation status and performance review, Report on Technology Baseline analysis of KRA's digital landscape, and finally the Enterprise Architecture Blue print of AS-IS environment



### 3. Digital Transformation Strategy Document:

- Conduct an initial Digital Transformation Strategy workshop for preparation and presentation of strategic issues, goals and objectives to the KRA technical team for their inputs.
- Develop and submit a draft Digital Transformation Strategy document Including vision, objectives, KPIs, and prioritized initiatives in the implementation plan.
- Conduct final workshop present and discuss draft Digital Transformation Strategy with KRA Technical and Management Team.

### 4. Enterprise Architecture Blueprint:

Develop and present the future Architectural Blue print covering business, data, Solution/application, and Infrastructure/ technology layers, system integration, data management, security, and interoperability frameworks.

### 5. Enterprise Architecture TOR and Bidding Documents:

Develop ToR/technical requirements and Bid document(s) for procurement of a firm to implement the identified priority and high impact areas of Enterprise Architecture component as per the blue print.

6. **Final Project Report:** Summarizing outcomes, lessons learned, and recommendations, and Final Documents (Digital Transformation Strategy (DTS), Enterprise Architectural (EA) Blue print, Implementation roadmap including cost estimates)

## 6.0 Minimum requirements for firm's qualifications and experience

**6.1 Core business and years in business:** The firm must be either incorporated entity or a JV of incorporated entities with core business in the field of ICT Consultancy, Solutions Development and Delivery for a minimum period of 5 years.

**6.2 Relevant experience:** The firm shall have successfully completed at least two (2) contracts of a similar nature, complexity and in a similar operating environment (i.e. assignment for Digital Transformation Strategy formulation for two (2) large Public/Private Enterprises in the Telco or Financial services sector) within the last five years. Details of these assignments, including client names and addresses, scope, contract value, contract duration, and year/period of assignment, must be provided.





**6.3 Technical and managerial capability of the firm:** The firm shall demonstrate as having the requisite technical capacity, managerial capacity and the relevant experience to undertake the assignment as specified in the TORs.

**7.0 Team composition and minimum qualification and experience requirements for the key experts:**

The prospective consulting firm is required to have a Team Leader who has carried out a similar assignment in a similar operating environment. The Consultants shall demonstrate well qualified and experienced professionals as required and appropriate for execution of the assignment. The Consultants will be required to have a multi-disciplinary team. They should possess necessary resources to undertake services of such nature including tools required to execute the assignment.

	<b>Qualifications and experience of Team Leader</b>
	<p>The Team Leader/ Project Manager shall meet the following requirements:</p> <ul style="list-style-type: none"><li>i. Must have a bachelor's degree in IT, Electrical and Electronic Engineering or a related field and a postgraduate degree</li><li>ii. Over 15 years of experience in the provision of IT consultancy services including formulation of Digital transformation strategies for IT Infrastructure (data center, Networks, end user devices), cyber-security, Enterprise Architecture framework, Business Intelligence and implementation services for large Public/Private Enterprises in the Telco's or Financial sectors.</li><li>iii. Must have applicable, deep experience in Public Sector Revenue domain, tax and customs application software over at least ten (10) recent years.</li><li>iv. Professional Qualification in systems development such as DevOps, Microsoft Certified Certification and valid professional membership such as PMI, ISACA</li><li>v. Proven experience in business process modelling and contract management skills.</li><li>vi. Project Management certification e.g. PMP, Prince2 or equivalent.</li></ul>
	<b>Qualifications and experience of other IT Experts</b>
	<p><b>a. IT Infrastructure expert</b></p> <ul style="list-style-type: none"><li>i. Must have a bachelor's degree in IT, Electrical and Electronic Engineering or a related field.</li><li>ii. Must have over 10 years' experience in the provision of consultancy services for data Centre and IT Infrastructure implementation services.</li><li>iii. Must have 10 years experiences in designing and implementing Data Centre and IT infrastructure services for large scale Enterprises.</li></ul>





	<ul style="list-style-type: none"><li>iv. Must have valid Networking professional certifications such as CCNP or CCIE or equivalents.</li><li>v. Must have valid data center professional certifications such as CDCP</li></ul> <p><b>b. Enterprise and Solution Architecture expert</b></p> <ul style="list-style-type: none"><li>i. Must have a bachelor's in IT, Electrical and Electronic engineering or related fields.</li><li>ii. Must have led a large-scale enterprise transformation initiative, demonstrating experience in analyzing an 'as-is' architecture to identify critical gaps, and then designing and governing the implementation of a future-state 'to-be' architecture that aligned with long-term business strategy, ensuring compliance through established governance processes</li><li>iii. Proven experience in developing and maintaining the enterprise architecture strategy and roadmap while ensuring alignment with business goals in a large enterprise.</li><li>iv. Must have over 12 years' experience in large scale application development using modern frameworks employing API first, Mobile first and Data first approaches.</li><li>v. Must have over 10 years of experience in the provision of Enterprise Architecture/solutions architecture &amp; development reviews and Enterprise Architecture framework implementation services for large Public/Private Enterprises in the Telco's or Financial sectors.</li><li>vi. Must have relevant professional certifications such as TOGAF, Zachman or CISSP</li></ul> <p><b>c. IT Security Expert</b></p> <ul style="list-style-type: none"><li>i. Must have a Bachelor's in Information Technology, Computer science, Cyber-security or related field.</li><li>ii. Must have over 10 years of experience in vulnerability management, penetration testing and security controls gap analysis.</li><li>iii. Must have over 10 years of experience in threat intelligence and risk management, security monitoring and incident management.</li><li>iv. Must have over 10 years of experience in security architecture reviews and management of security tools.</li><li>v. Demonstrate knowledge of security frameworks (ISO/IEC 27001, NIST NIST SP 800-series)</li><li>vi. Must have at least two of the following professional certifications in Cyber-security such as CISSP, CISM, CDPSE , CEH, ECIH , CFHI, OSCP</li></ul>
	<p><b>d. Data Analytics and AI Expert</b></p> <ul style="list-style-type: none"><li>i. Bachelor's degree in Computer Science, Data Science, AI, Information Technology or related field.</li><li>ii. At least 10+ years of experience in the delivery of enterprise-scale data analytics and AI solutions in large organizations.</li></ul>



	<ul style="list-style-type: none"><li>iii. Must have in-depth knowledge of AI and ML</li><li>iv. Strong understanding of data to insight value chain (IoT, Data Integration, Data Management, Big Data, BI) and driving data literacy and insight-to-action capabilities across the company.</li><li>v. Strong stakeholder engagement ability to communicate and relate with internal stakeholders and working teams</li><li>vi. Deep analytical skills and keen attention to details</li><li>vii. Strong Project planning &amp; delivery capability</li><li>viii. Experience in compliance risk management (e.g. tax, financial services)</li><li>ix. Strong knowledge of BI, cloud platforms and AI/ML frameworks.</li><li>x. Certified Analytics Professional</li><li>xi. Certified Data Management Professional (e.g. DAMA)</li><li>xii. Certification in Azure/GCP/AWS/Oracle preferred.</li><li>xiii. Big Data or Data Science certification from recognized institutions.</li><li>xiv. Professional qualification in Business Analysis or Project Management.</li></ul>
	<p><b><i>e. IT Governance Expert</i></b></p> <ul style="list-style-type: none"><li>i. Bachelor's degree in Information Technology, Computer Science, Information Systems or a related field.</li><li>ii. At least 10 years' experience in IT governance, risk management, Audit and Compliance.</li><li>iii. Must have in-depth knowledge of T Governance Frameworks &amp; Standards including COBIT, ITIL, ISO/IEC 38500, ISO 27001, and other governance standards.</li><li>iv. Proven experience in Policy Development including Designing and implementing IT governance policies, procedures, and controls.</li><li>v. Expert knowledge in Compliance &amp; Audit to provide guidance on adherence to internal policies and external regulations.</li><li>vi. Professional certifications;<ul style="list-style-type: none"><li>• ISO/IEC 38500 familiarity – standard for IT governance.</li><li>• CGEIT (Certified in the Governance of Enterprise IT) – specifically focused on IT governance.</li><li>• ITIL/COBIT/CISA/ <b>ISO 27001</b></li></ul></li></ul>

## 8.0 Duration and Location of the Assignment

The primary location of the assignment will be at the Kenya Revenue Authority Offices located at Times Tower, Haile Selassie Avenue, Nairobi. The assignment will run for a period of six (6) calendar months.



### 8.1 Reporting requirements and timelines for submission of deliverables

The Consultant is expected to collaborate continuously with KRA staff and external institutions in the whole process of the Digital Transformation Strategy development and update KRA's Management regularly on the progress through weekly/monthly/quarterly reports as will be defined and through meetings as may be necessary. The Consultant will be expected to complete the assignment with the below deliverables.

No	Deliverable	Timelines after commencement
1	Inception Report	Week 2
2	4 <sup>th</sup> ICT Strategy Implementation status and performance review report	Week 4
3	Report on Technology Baseline analysis of KRA's digital landscape and submission of the current Enterprise Architecture blue print of AS-IS	Week 7
4	Digital Transformation Strategy workshop for preparation and presentation of strategic issues, goals and objectives to the KRA technical team	Week 12
5	Submission of Draft Digital Transformation Strategy and implementation roadmap preparation including key activities/projects, budget and high level implementation plans.	Week 18
6	Strategy workshop to present and discuss draft Digital Transformation Strategy with KRA Technical and Management Team	Week 20
7	Submission and Presentation of the Enterprise Architecture blue print to KRA team for review and approval.	Week 22
8	Submission of ToR/technical requirements and Bid document(s) for procurement of a firm to implement the identified priority and high impact areas of Enterprise Architecture component.	Week 23
9	Submission of Final Project report	Week 24

In addition to the main deliverables, the Lead Consultant shall prepare a brief (1-page) progress status summary to the KRA Executive Management team each fortnight beginning week 3 until the final reports are submitted. It is expected that the Consultant will facilitate a participatory process to review arising recommendations and determine the future direction of ICT at KRA.

Six (6) calendar months is the expected delivery period from the start of the assignment with most activities expected to run concurrently within the



consultancy period, however, the consultant should propose a timeframe according to their assessment of the requirements.

All draft and final reports (2 original hard copies and a digital copy) shall be submitted in the prescribed format to:

The Project Manager  
Horn of Africa Gateway Development Project (HoAGDP),  
Kenya Revenue Authority,  
Times Tower Building  
Haile Selassie Avenue  
P. O. Box 48240 – 00100  
Tel: +254 20 4 999 999 or +254 711 099 999;  
Email callcentre@kra.go.ke

Upon submission of every report, the consultant is expected to make a presentation of the submitted report to the Client in a scheduled meeting. The acceptance of the report shall be recorded in the minutes of the meeting.

#### **9.0 Payment schedule/Remuneration**

The proposed payment schedules based on satisfactory delivery of the defined milestones as presented in Table 1 below.

**Table 1: Payment to the Consultant will be as follows:**

No	Milestone	Payable %
1.	Upon submission and Acceptance of the inception report	20%
2.	Upon submission and Acceptance of the Draft Digital Transformation strategy	30%
3.	Upon submission and acceptance of Enterprise Architecture, blue print and the Implementation Roadmap.	30%
4	Upon submission and Acceptance of the Final Digital Transformation strategy and the EA Blueprint.	20%
	<b>TOTAL</b>	<b>100%</b>

#### **10.0 Estimated time inputs for key experts**

The number of key experts and the estimated time input for each key expert for the assignment are presented below:

##### **10.1 Estimated time inputs for key experts**



S/N	Key and support Staff	No. of Key Staff	Estimated Time Input (staff-months)
1	Team Lead/ Project Manager	1	6
2	IT Infrastructure expert	2	10
3	Enterprise and Solution Architecture expert	2	12
4	IT Governance Expert	1	5
5	IT Security Expert	1	5
6	Data Analytics and AI Expert	1	5
	<b>Total</b>	<b>8</b>	<b>43</b>

### 11.0 Management and Accountability of the Assignment

The Authority's HoAGDP Project Coordinator will oversee the Consultancy.

- The consultant will report to the KRA Project Manager and provide monthly progress updates.
- Progress will be evaluated based on deliverables, stakeholder feedback, and achievement of key milestones.
- Regular presentations to KRA leadership and project steering committee.

### 12.0 Obligations of the client

The Client will facilitate the work of the Consultant. KRA shall provide the following support to the best of its ability:

- a. Entry-access to KRA offices and officers. The Consultant is required to make their own arrangements for transport to/from KRA offices or meeting venues
- b. Avail Data and Literature: KRA will provide access to existing data, reports, and relevant documentation essential for accomplishing identified tasks.
- c. Access to key officials and Stakeholders: KRA will facilitate access to key relevant officials within it and other relevant entities as needed for the completion of the assignment. KRA will provide counterpart personnel across the organization as necessary during the research and presentation / review stages for successful conduct of the assignment. The Consultant's demands on these personnel shall be reasonable
- d. Timely Feedback: KRA will review and provide timely feedback on all deliverables and reports submitted by the consultant, ensuring that any revisions or clarifications are communicated promptly.

### 13.0 Obligations of the Consultant

- a. Adherence to international best practices and standards.
- b. Hold and facilitate regular stakeholder engagement and capacity building.



- c. Knowledge transfer to KRA staff.
- d. The Consultant shall be responsible for the provision of all the necessary resources to carry out the services such as international travel, project transportation for visits to counties, subsistence allowances, accommodation, information, communication and technology, means for communications, reporting materials, insurance, and any other required resources.
- e. The consultant is expected to undertake activities that will ensure that outputs are consistent with the professional and legal requirements.
- f. All outputs will be presented using modern techniques/technology.

#### **14.0 Propriety rights of Client in reports and Records**

The consultant shall ensure confidentiality of all information and compliance with KRA's data protection policies

The Kenya Revenue Authority (as the client) and the Consultant shall acknowledge and agree that all reports, data, analyses, and other deliverables produced under this assignment may contain confidential and proprietary information. KRA shall clearly identify any information deemed confidential. The Consultant shall maintain the strictest confidentiality of all such information, use it only for the purposes of this assignment, and take all reasonable steps to protect its security. The Consultant shall not disclose or use any Confidential Information for any purpose other than as expressly permitted. All information collected and analyzed during the assessment will be treated with strict confidentiality. Where applicable the provisions of the Kenya Official Secrets Act (Cap 197) will be strictly applied and adhered to.