



MINISTRY OF ENERGY
REQUEST FOR EXPRESSION OF INTEREST (EOI) FOR THE IMPLEMENTATION AND
OPERATION OF A TURNKEY FUEL MARKING PROGRAMME (FMP) SOLUTION

PROCUREMENT REF: 001/FMP/DOE-2025/2026

1. BACKGROUND

The Ministry of Energy is mandated to ensure that energy is accessible for all socio-economic demand sectors. Lesotho does not have an oil refinery or reserves of petroleum products, coal, or natural gas. As a result, the country is entirely dependent on imported fossil fuels to meet its energy requirements, particularly in the transportation and industrial processes. Due to the closure of oil refineries in the Republic of South Africa, there are prevalent challenges in the supply of oil products from the coast, necessitating that companies in Lesotho diversify their supply channels.

One of the significant challenges faced by Lesotho's petroleum sector is the absence of stationed inspectors at the designated border posts, petroleum storage facilities, depots, and retail outlets, which means the government is entirely dependent on information provided by registered oil companies on the quality and quantity of petroleum products. This limitation leads to issues such as under-declaration of volumes, smuggling of products, tax evasion and adulteration of fuels. Lately, it has been reported that there are instances of non-compliance by some players, including non-registered entities when it comes to the importation of petroleum products.

The Energy Policy calls for the adoption of measures to ensure the security of supply of petroleum products. To address these challenges, the Ministry of Energy intends to establish a robust fuel marking programme.

2. PURPOSE AND OBJECTIVES

The Ministry of Energy intends to engage a qualified firm to implement and operate a turnkey Fuel Marking Programme (FMP). This initiative will ensure effective monitoring of petroleum products, improve fuel quality, enhance Government revenue collection, and curb smuggling. The specific objectives are:

- To implement a mandatory inspection mechanism on all petrol, diesel, and illuminating paraffin imports.

- To capture accurate data regarding the quality and quantity of imported products at border points.
- To detect and scientifically prove instances of dilution, adulteration, and tax evasion for legal enforcement.

3. SCOPE OF SERVICES

The appointed firm will be responsible for the full lifecycle of the Fuel Marking Programme:

- **Supply of Technology:** Provision of proprietary, forensic fuel markers suitable for the Lesotho market.
- **Marking Operations:** Execution of dosing operations at designated entry points and border posts.
- **Equipment Provision:** Supply and maintenance of all necessary equipment for the FMP, including office equipment, markers, and mobile analysers for immediate final forensic results onsite.
- **Field Inspections:** Deployment of mobile testing units and field teams to conduct random and targeted inspections at all points of consumption (such as at retail outlets) and fuel in transit in collaboration with the Government's designated enforcement agency.
- **Data Management:** Implementation of a secure digital platform to record marking volumes, inspection results, and non-compliance incidents, all in real-time.
- **Capacity Building:** Training of Ministry of Energy and Revenue Services Lesotho officials on detection equipment, sampling procedures, and evidence handling.

4. COMPETENCE AND EXPERTISE OF THE FIRM

Experience:

- The firm must have at least 3 years of experience in the direct (contractor) or indirect (subcontractor) provision of a fuel marking programme to at least one national government;
- The firm must have implemented and operated a similar turnkey national fuel marking project (supply and operation) for at least 3 years;
- The firm must demonstrate ownership or exclusive rights to the fuel marking technology components that are proposed;
- The firm must have a deep understanding of fuel marking technologies and the various types of markers, their capabilities with different fuel types, the detection and analysis techniques required.
- The firm must possess strong project management capabilities, encompassing the preparation of a detailed project plan and budget, effective stakeholder engagement, and rigorous monitoring to ensure timely achievement of all milestones.
- The firm must present a group of competent staff with good records composed of a Programme Manager, Technical Specialist, and Field Operations Coordinator.

5. QUALIFICATIONS AND EXPERIENCE OF KEY PERSONNEL FOR ASSIGNMENT

Personnel to perform this programme will include but not be limited to:

5.1 Programme Manager

Qualifications

- A relevant tertiary qualification in commerce, engineering or related fields

Experience

- Minimum 10 years of experience in petroleum sector operations, regulatory compliance, or fuel quality assurance, with at least 5 years of similar experience in the African continent
- Proven track record in managing similar programmes.
- Experience in coordinating multi-stakeholder initiatives.
- Excellent communication, negotiation, and leadership skills.
- Strong financial management and budgeting skills.
- Experience in compliance monitoring and risk management frameworks.

5.2 Technical Specialist

Qualifications

- A tertiary qualification in Chemistry, Engineering, or Natural Sciences.
- Specialized training in fuel additives, markers, and laboratory testing.

Experience

- At least 5 years in petroleum product testing and quality control and hands-on experience with fuel marking technologies and detection equipment.
- Knowledge of relevant international standards for fuel integrity.

5.3 Field Operations Coordinator

Qualifications

- Relevant qualifications or certifications in either logistics, operations management, or supply chain management.

Experience

- At least 5 years in field operations in logistics, operations management, supply chain management, petroleum distribution or inspection.
- Experience coordinating mobile testing units and field audits.
- Strong background in multi-stakeholder engagement environments.

6. TECHNICAL REQUIREMENTS FOR THE FUEL MARKER

To ensure the integrity of the Fuel Marking Programme and to prevent quality impairment and tax evasion, the proposed technology must meet the following mandatory specifications:

Once dosed into the petroleum products, the marker should be able to (amongst other things), meet the following mandatory characteristics:

- i. Be detected at very low concentrations;
- ii. Be non-reactive with other markers or additives in petroleum products;
- iii. Not be separable from the fuel by physical means or chemical reaction;
- iv. Not change the fuel colour and/or chemical qualities of the petroleum products during the whole process of marking, detection and measuring/testing;
- v. Be able to remain homogeneous in petroleum products at temperatures of -10°C to +40°C;
- vi. Comply with all environmental requirements and not cause damage to motor vehicle engines or other equipment;
- vii. Have long term stability of a minimum of 12 months;
- viii. Be of a kind that can be measured and detected precisely;
- ix. The technology must be capable of delivering forensic qualitative and quantitative results in the field using mobile analysers within a short period of time (<5 minutes).

7. SHORTLISTING & SUBMISSION REQUIREMENTS

Bidding documents including detailed terms of reference will be sent only to short-listed firms. The Ministry is not bound to accept any Expression of Interest and may cancel the process at any time.

The firms are required to submit the following:

- Cover letter signed by the authorized personnel.
- Valid Trader's License.
- Valid Tax Clearance Certificate (if appropriate in country of registration / incorporation).
- Proof of patent / ownership of the fuel marking technology components.
- Joint ventures / partnerships / associations are required to submit the joint venture agreement / letter of intent. Proof of local company registration or a joint venture with a local entity is required.

8. SUBMISSION AND DEADLINE

- The expression of interest must be submitted in a sealed envelope bearing no identification of the consultant/company
- The envelope must be clearly marked: “**(EXPRESSION OF INTEREST FOR FUEL MARKING PROGRAMME)**”.
- The expression of interest must be deposited in a Tender Box at the Department of Energy, Sekhametsi Building, Kingsway, Maseru.
- Deadline: On or before 26 March 2026 at 10:30 am.
- The expression of interest will be opened on the same day at 11:00 hrs in the presence of company's representative/s who may choose to attend.
- Electronic submissions will not be allowed, and late submissions will be rejected.

- The expression of interest must be submitted in one (1) original and four (4) copies in a sealed envelope.

9. CLARIFICATIONS

All requests for clarifications and queries on this EOI must be addressed in writing to:
Secretary Procurement Committee, email: makamohelo.mohoebi@gov.ls.
Office: Ministry of Energy, Government Complex, Africa House 3'd Floor, Private Bag A91,
Maseru 100, Telephone No. 223. Not later than 16:00 hours, Thursday 19 March 2026.