

Terms of reference (ToR) for the procurement of services below the EU threshold

CONFIDENTIAL

Organisational Development and Capacity Strengthening of Employment Promotion Actors	Project number/ cost centre: G-012286-001 Tender number 10055375
---	---

0.	List of abbreviations	2
1.	Context.....	3
2.	Tasks to be performed by the contractor	4
3.	Concept.....	6
	Technical-methodological concept	6
	Project management of the contractor (1.6)	7
4.	Personnel concept.....	7
	Team leader: Organisational Development Expert	7
	Key expert 1: Employment Services and Labour Market Expert	8
	Key expert 2: Business Process Optimisation and Institutionalisation Expert	9
5.	Costing requirements	9
	Assignment of personnel and travel expenses	9
	Sustainability aspects for travel	10
6.	Inputs of GIZ or other actors.....	11
7.	Requirements on the format of the tender	11

0. List of abbreviations

AG	Commissioning party
AN	Contractor
AVB	General Terms and Conditions of Contract for supplying services and work
FK	Expert
FKT	Expert days
KZFK	Short-term expert
ToRs	Terms of reference

1. Context

Since 2019, Lebanon has been facing a severe financial, economic, political, and monetary crisis – as well as a security crisis in 2024, 2025 and in particular an ongoing one since March 2026 – resulting in high unemployment rates, especially among youth, women and people with disabilities. At the same time, micro, small and medium-sized enterprises (MSMEs), which form the backbone of the Lebanese economy, face existential threats due to damages to their premises, financial shortages, and operational bottlenecks, all of which threaten jobs for their employees. On the other hand, despite high unemployment rates, companies struggle to fill vacancies. This is often due to a lack of qualified workers or problems in effectively articulating hiring requirements and attracting suitable candidates.

Objective of the Employment Promotion Lebanon (EPL) project¹

Young adults², women, and people with disabilities (PwD)³ are better positioned in the Lebanese labour market through support from employment promotion actors⁴.

Approach

To create better conditions in the Lebanese labour market, the EPL project:

- Works to improve cooperation between Lebanese employment promotion actors, enabling more effective coordination of integrated, demand-oriented, and gender-responsive services;
- Improves coherence between labour supply⁵ and demand⁶ through targeted qualification measures, enhancing technical and transversal skills to boost the employability of youth, women and people with disabilities;

¹ **Official Project Brief Description:** <https://www.giz.de/en/projects/employment-promotion-lebanon-0>

² **Young adults:** Persons aged 15 to 35 years, in line with the age range applied by the German Federal Ministry for Economic Cooperation and Development (BMZ). In the context of employment promotion, the term refers to individuals in the transition from education or training into the labour market, as well as those in the early stages of establishing, maintaining, or improving their participation in employment or self-employment.

³ **PwDs:** Persons with disabilities include persons with long-term physical, mental, intellectual or sensory impairments which, in interaction with various barriers, may hinder their full and effective participation in society on an equal basis with others. This definition reflects the human-rights and social model of disability established by the UN Convention on the Rights of Persons with Disabilities (CRPD).

⁴ **Employment promotion actors:** The BMZ defines employment promotion actors as a diverse group that includes private sector companies, higher education institutions, vocational training centers, civil society organizations, and public institutions. These actors are pivotal in fostering job creation, enhancing vocational training systems, and increasing MSMEs competitiveness to support sustainable economic growth.

⁵ **Labour supply:** Labour supply refers to the people who supply, or are available to supply, their labour for the production of goods and services. For statistical purposes, it is principally represented by the labour force, comprising persons of working age who are employed and those who are unemployed and actively participating in the labour market.

⁶ **Labour demand:** Labour demand refers to the quantity and types of labour required by employers to undertake economic activities. It comprises both met demand, represented by occupied jobs, and unmet demand, typically represented by job vacancies, and can be analysed by occupation, skills, sector, location and other characteristics.

- Supports MSMEs in attracting and retaining staff to enhance the competitiveness⁷ of MSMEs and improve their ability to maintain or create jobs amidst Lebanon's crises.

The assignment aims to strengthen the organisational capacities, service quality and institutional sustainability of 15 employment promotion actors in Lebanon, including seven OPDs.

The contractor shall develop and institutionalise a performance model supporting the transition from skills development to sustainable employment, while strengthening disability-inclusive employment services, organisational processes and resource mobilisation capacities.

2. Tasks to be performed by the contractor

The contractor is responsible for providing the following services:

- **Organisational Mapping and Performance Model Development**
 - Develop and implement transparent selection criteria and procedures for eight employment promotion actors, in coordination with EPL II.
 - Review the participating organisations' existing employment approaches, strategies, operational processes and performance frameworks.
 - Conduct individual organisational mapping meetings with the eight actors. Each organisation shall receive one day of bilateral consultation.
 - Prepare eight individual organisational mapping reports documenting existing approaches, processes and preliminary institutional gaps.
 - Develop a target performance model defining the organisational functions, processes, capacities and performance standards required to support the transition from skills development to sustainable employment.
 - Share the draft model with the eight actors and collect structured written feedback within one week.
 - Facilitate a one-day validation workshop with the eight actors and finalise the performance model based on the feedback received.
- **Organisational needs and gap assessment**
 - Develop an organisational gap-assessment methodology and tools based on the validated performance model.
 - Conduct individual gap assessments of the eight actors. Each organisation shall receive 1.5 days of assessment.
 - Prepare eight individual gap-assessment reports identifying institutional constraints, performance gaps and priority capacity-development needs.
 - Consolidate the findings into a cross-organisational gap-assessment report.
 - Facilitate a one-day needs prioritisation workshop with the eight actors to identify relevant and feasible capacity-development measures.
 - Develop a prioritised list of capacity-development needs and recommended measures.
- **Organisational capacity development**

⁷ **Competitiveness:** Competitiveness is the ability of a firm to design, produce and commercialise a good or service that meets market demand, while connecting with the business environment and earning returns in a sustainable way.

- Design three thematic training programmes based on the identified organisational needs and gaps.
- Prepare training curricula, materials, facilitation guides and participant workbooks.
- Deliver three training programmes of three days each, covering relevant topics such as employment-service delivery, employer engagement, case management, referral systems and institutional partnerships.
- Assess learning outcomes through pre- and post-assessments and participant feedback.
- Prepare three training reports documenting the content delivered, participation, learning outcomes and recommended follow-up measures.
- **Institutionalisation and mentoring**
 - Develop five operational tools, SOPs and/or process maps to facilitate the institutionalisation of the performance model.
 - Develop individual mentoring plans addressing the priority organisational needs of the eight actors.
 - Provide two days of mentoring per organisation, divided into four sessions of 0.5 days each, to support the adoption of the performance model and operational tools.
 - Prepare eight mentoring reports documenting progress, implementation challenges and recommendations.
 - Prepare a presentation package and policy brief and facilitate a half-day presentation session with relevant national and sectoral stakeholders, including MoSA and private-sector representative bodies.
 - Facilitate a one-day closing learning workshop with the eight actors to review results, lessons learned and institutionalisation priorities.
 - Finalise the performance model and operational tools and submit a consolidated organisational development report.

Certain milestones, as laid out in the table below, are to be achieved during the contract term:

Milestones/process steps/partial services	Deadline/place/person responsible
Performance model and organisational mapping completed. Deliverables: ● 1 selection report and list of 8 participating organisations. ● 8 organisational status mapping reports (max. 2 pages each). ● 1 validated skills-to-employment performance model. ● 1 performance model validation workshop report (max. 2 pages).	2 months after contract signature / Beirut /
Needs assessments and prioritisation completed. Deliverables: ● 8 individual organisational needs and gap assessment reports (max. 3 pages each). ● 1 consolidated cross-organisational gap assessment report (max. 8 pages).	4 months after contract signature / Beirut /

1 prioritised list of organisational capacity-development needs and proposed measures (max. 3 pages).	
Capacity-development training completed. Deliverables: 3 thematic training programmes delivered (3 days each; 9 training days in total). 3 organisational capacity-development training reports (max. 3 pages each), including attendance, learning outcomes and recommended follow-up measures.	6 months after contract signature / Beirut /
Mentoring, institutionalisation and final reporting completed. Deliverables: 5 operational tools, SOPs and/or process maps. 8 individual mentoring reports (max. 2 pages each), documenting 2 mentoring days per organisation. 1 presentation package and policy brief (policy brief max. 3 pages). 1 closing learning workshop report (max. 3 pages). 1 final organisational development report (max. 10 pages). 1 finalised performance model and associated operational tools incorporating feedback and lessons learned.	7 months after contract signature / Beirut /

Period of assignment: from 01.12.2026 until 30.07.2027.

3. Concept

In the tender, the tenderer is required to show *how* the objectives defined in Chapter 2 (Tasks to be performed) are to be achieved, if applicable under consideration of further method-related requirements (technical-methodological concept). In addition, the tenderer must describe the project management system for service provision.

Note: The numbers in parentheses correspond to the lines of the technical assessment grid.

Technical-methodological concept

Strategy (1.1): The tenderer is required to consider the tasks to be performed with reference to the objectives of the services put out to tender (see Chapter 1 Context) (1.1.1). Following this, the tenderer presents and justifies the explicit strategy with which it intends to provide the services for which it is responsible (see Chapter 2 Tasks to be performed) (1.1.2).

The tenderer is required to present the actors relevant for the services for which it is responsible and describe the **cooperation (1.2)** with them.

The tenderer is required to present and explain its approach to **steering** the measures with the project partners (1.3.1) and its contribution to the **results-based monitoring system** (1.3.2).

The tenderer is required to describe the key **processes** for the services for which it is responsible and create an **operational plan** or schedule (1.4.1) that describes how the services according to Chapter 2 (Tasks to be performed by the contractor) are to be provided. In particular, the tenderer is required to describe the necessary work steps and, if applicable, take account of the milestones and **contributions** of other actors (partner contributions) in accordance with Chapter 2 (Tasks to be performed) (1.4.2).

The tenderer is required to describe its contribution to knowledge management for the partner (1.5.1) and GIZ and to promote scaling-up effects (1.5.2) under **learning and innovation**.

Project management of the contractor (1.6)

The tenderer is required to explain its approach for coordination with the GIZ project. In particular, the project management requirements specified in Chapter 2 (Tasks to be performed by the contractor) must be explained in detail.

The tenderer is required to draw up a **personnel assignment plan** with explanatory notes that lists all the experts proposed in the tender; the plan includes information on assignment dates (duration and expert days) and locations of the individual members of the team complete with the allocation of work steps as set out in the schedule.

4. Personnel concept

The tenderer is required to provide personnel who are suited to filling the positions described, on the basis of their CVs (see Chapter 7), the range of tasks involved and the required qualifications.

The below specified qualifications represent the requirements to reach the maximum number of points in the technical assessment.

Team leader: Organisational Development Expert

Tasks of the team leader

- Overall responsibility for the advisory packages of the contractor (quality and deadlines)
- Coordinating and ensuring communication with GIZ, partners and others involved in the project
- Personnel management, in particular identifying the need for short-term assignments within the available budget, as well as planning and steering assignments and supporting local and international short-term experts
- Regular reporting in accordance with deadlines
- Lead contract implementation, expert coordination and technical quality assurance.
- Develop and implement organisational selection, mapping and assessment methodologies.
- Assess institutional capacities and identify organisational performance gaps.
- Facilitate organisational needs prioritisation and develop capacity-development measures.
- Design and deliver organisational development training and provide tailored mentoring.

- Consolidate organisational findings, monitor capacity-development progress and lead technical reporting.

Qualifications of the team leader

- Education/training (2.1.1): master's degree in organisational development, management, business administration, social sciences or development studies.
- Language (2.1.2): C1-level language proficiency in English.
- General professional experience (2.1.3): 8 years of professional experience in the organisational development, institutional capacity strengthening or management consulting sector
- Specific professional experience (2.1.4): 5 years in organisational assessments, capacity-development planning, institutional strengthening and management of technical advisory assignments.
- Leadership/management experience (2.1.5): 3 years of management/leadership experience as project team leader or manager in a company
- Regional experience (2.1.6): 2 years of experience in projects in MENA, of which 1 year in projects in Lebanon (MENA region experience 4 points; Lebanon experience 6 points)
- Development cooperation (DC) experience (2.1.7): 2 years of experience in DC projects

Key expert 1: Employment Services and Labour Market Expert

Tasks of key expert 1

- Assess existing employment-service models and skills-to-employment transition processes.
- Develop and validate the organisational performance model for sustainable employment.
- Identify gaps in beneficiary pathways, employer engagement, case management and job placement.
- Design and deliver training on employment-service delivery and labour-market linkages.
- Provide technical inputs to operational tools, procedures and organisational improvement measures.
- Mentor participating organisations on improving employment-service quality and performance.

Qualifications of key expert 1

- Education/training (2.2.1): master's degree in economics, labour economics, human resources management, social sciences, development studies
- Language (2.2.2): C1 -level language proficiency in English.
- General professional experience (2.2.3): 7 years of professional experience in employment promotion, labour-market services or workforce development
- Specific professional experience (2.2.4): 4 years of experience in employment-service design, labour-market analysis, employer engagement, job matching or development of employment-promotion approaches.
- Regional experience (2.2.6): 2 years of experience in projects in MENA, of which 1 year¹ in projects in Lebanon (MENA region experience 4 points; Lebanon experience 6 points)

Key expert 2: Business Process Optimisation and Institutionalisation Expert

Tasks of key expert 2

- Analyse organisational workflows and identify process inefficiencies affecting employment-service delivery.
- Translate the performance model into practical organisational processes and procedures.
- Develop and validate five operational tools, SOPs and/or process maps.
- Define operational roles, responsibilities, accountability and performance-monitoring mechanisms.
- Provide technical mentoring on process improvement and adoption of institutional tools.
- Assess institutionalisation progress and recommend adjustments to organisational processes.

Qualifications of key expert 2

- Education/training (2.3.1): bachelor's degree in business administration, organisational management, industrial engineering, operations management or information systems.
- Language (2.3.2): C1 -level language proficiency in English.
- General professional experience (2.3.3): 7 years of professional experience in business process management, organisational development, operations management or institutional strengthening.
- Specific professional experience (2.3.4): 4 years of experience in business process analysis, process optimisation, SOP development, workflow design or institutionalisation of organisational procedures.
- Regional experience (2.3.6): 2 years of experience in projects in MENA, of which 1 year in projects in Lebanon (MENA region experience 4 points; Lebanon experience 6 points)

Soft skills of team members

In addition to their specialist qualifications, the following qualifications are required of team members:

- Team skills
- Initiative
- Communication skills
- Socio-cultural skills
- Efficient, partner- and client-focused working methods
- Interdisciplinary thinking

5. Costing requirements

Assignment of personnel and travel expenses

Per diem allowances are reimbursed as a lump sum up to the maximum amounts permissible under tax law for each country as set out in the country table in the circular from the German Federal Ministry of Finance on travel expense remuneration (downloadable from the [German Federal Ministry of Finance – tax treatment of travel expenses and allowances for international business travel as of 1 January 2026 \(GERMAN ONLY\)](#)).

Accommodation allowances are reimbursed as detailed in the specification of inputs below.

With special justification, additional Accommodation costs up to a reasonable amount can be reimbursed against evidence.

All business travel must be agreed in advance by the officer responsible for the project

Sustainability aspects for travel

GIZ has undertaken an obligation to reduce greenhouse gas emissions (CO₂ emissions) caused by travel. When preparing your tender, please incorporate options for reducing emissions, such as selecting the lowest-emission booking class (economy) and using means of transport, airlines and flight routes with a higher CO₂ efficiency. For short distances, travel by train (second class) or e-mobility should be the preferred option.

CO₂ emissions caused by air travel must be offset. GIZ specifies a budget for this, through which the carbon offsets can be settled against evidence.

There are many different providers in the market for emissions certificates, and they have different climate impact ambitions. The [Development and Climate Alliance \(German only\)](#) has published a [list of standards \(German only\)](#). GIZ recommends using the standards specified there.

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Team leader: Organisational Development Expert	1	80	80	
Key expert 1: Employment Services and Labour Market Expert	1	60	60	
Key expert 2: Business Process Optimisation and Institutionalisation Expert	1	35	35	
Travel expenses	Quantity	Price EUR	Total EUR	Comments
Fixed travel budget	1	26.000,00	26.000,00	A budget is earmarked for travel to the following countries: Lebanon. A fixed budget of EUR 26.000,00 is earmarked for settling travel expenses against evidence.

				You can find further information on the travel expense budget in the 'Price schedule' document. Please use the 'Explanations' column in the price schedule to break down the individual items. Settlement is possible only until the budget is depleted.
CO₂ compensation for air travel	1	1.200,00	1.200,00	A fixed budget of EUR 1.200,00 is earmarked for settling carbon offsets against evidence.
Other costs	Number	Price EUR	Total EUR	Comments
Workshops	13 days	EUR 500,00	EUR 6.500,00	The budget contains the following costs venue, breaks catering and stationery.

6. Inputs of GIZ or other actors

GIZ and/or other actors are expected to make the following available:

- Transportation on site with own project vehicle

7. Requirements on the format of the tender

The structure of the tender must correspond to the structure of the ToR. In particular, the detailed structure of the concept (Chapter 3) should be organised in accordance with the positively weighted criteria in the assessment grid (not with zero). The tender must be legible (font size 11 or larger) and clearly formulated. It must be drawn up in English.

The complete tender must not exceed 7 pages (excluding CVs). If one of the maximum page lengths is exceeded, the content appearing after the cut-off point will not be included in the assessment. External content (e.g. links to websites) will also not be considered.

The CVs of the personnel proposed in accordance with Chapter 4 of the ToRs must be submitted using the format specified in the terms and conditions for application. The CVs shall not exceed 4 pages each. They must clearly show the position and job the proposed person held in the reference project and for how long. The CVs can also be submitted in English.

Please calculate your financial tender based exactly on the parameters specified in Chapter 5 Quantitative requirements. The contractor is not contractually entitled to use up the days, trips, workshops or budgets in full. The number of days, trips and workshops and the budgets will be contractually agreed as maximum limits. The specifications for pricing are defined in the price schedule.