

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

CONFIDENTIAL

Consultancy Strategy Development UNRWA ICID

**Project number/
cost centre:
S-018192-002**
**Tender number
10045319**

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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
ICIP	Infrastructure and Camp Improvement Programme
ToRs	Terms of reference
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East

1. Context

The aim of this consultancy is to strengthen the strategic planning and steering capacity in the area of infrastructure and camp improvement of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA). The consultancy is managed through the GIZ project "Reframing Perspectives of Palestinian Refugees to Strengthen Collective Agency and Responsive Structures (CASP)" which was commissioned by the German Ministry for Economic Cooperation and Development (BMZ) in October 2025. CASP aims to strengthen the ability of Palestinian refugees to actively participate in decision-making processes affecting their living conditions. The project is active in the Palestinian Territories, Jordan, Lebanon and Syria, and works in close partnership with UNRWA, host government institutions, and local civil society organizations.

UNRWAs Infrastructure and Camp Improvement Programme (ICIP) was established in 2007 and became the lead initiative for improving the living conditions of Palestinian refugees, particularly those living across UNRWA's 58 recognized camps. Its vision is to evolve into a full partnership with Palestine refugees and to shape a dignified, safe, and healthy built environment until their rights are fulfilled. ICIP delivers comprehensive improvements to the built environment, ensuring that UNRWA's roughly 1,200 facilities across all five fields of operation are fit for purpose and aligned with national and international standards, backed by integrated physical, socio-economic, and environmental interventions both inside and outside the camps. Its core functions are: Participatory urban planning and camp improvement, shelter rehabilitation, environmental infrastructure and health, social infrastructure (schools, health centres, vocational training centres, community-based centres, and other UNRWA premises) as well as emergency preparedness and response.

In 2025, UNRWA issued an agency-wide strategic framework for 2026 - 2029 in response to a sharply deteriorating operating context. The Agency continues to confront acute humanitarian emergencies, most notably in the occupied Palestinian territory following the Gaza war and its regional spillover, alongside significant cuts in humanitarian funding as well as operational, political, and institutional constraints arising from Israeli legislation that challenge the Agency's mandate and its capacity to deliver services to Palestine refugees. Building on the lessons of its first strategy (2016 - 2021), ICIP will develop a new strategy (2027 - 2030) aligned with the Agency framework, considering the highly constrained operating environment and the evolving realities faced by UNRWA.

2. Tasks to be performed by the contractor

The contractor shall support UNRWA Infrastructure and Camp Improvement Department (ICID) in the development, validation and dissemination of the Infrastructure and Camp Improvement Programme (ICIP) Strategy 2027 - 2030, aligned with the UNRWA Medium Term Strategy (2026 - 2029), the Agency's reform agenda and the operational context across all five fields of operation.

Task 1 – Inception and Strategic Assessment

The contractor shall:

- Review relevant strategic and technical documents, including but not limited to the previous ICIP Strategy (2016 - 2021), the UNRWA Medium Term Strategy (2026 - 2029), the existing draft strategy framework, Field Implementation Plans, the Livelihoods Strategy, relevant ICID technical documents and other supporting planning documents

- Assess the current strategic positioning, planning and coordination mechanisms of ICID
- Review the existing draft strategy framework and identify strategic gaps, opportunities and priority areas for the new strategy
- Develop the methodology, workplan and stakeholder engagement approach

Deliverable 1: Inception Report including methodology, workplan, stakeholder engagement plan and key findings from the desk review and strategic assessment

Task 2 – Stakeholder Consultation and Strategic Design

The contractor shall:

- Design and implement a participatory consultation process, including key informant interviews (ca. 15), focus discussions (7) and workshops, as appropriate
- Conduct consultations with ICID Headquarters, all five Field Infrastructure and Camp Improvement Departments (FICIP), relevant UNRWA programmes and support departments, the Change Management Team and selected external stakeholders
- Facilitate consultation workshops with all five field teams (online or in person, as security conditions permit) and one cross-field strategic workshop
- Consolidate field priorities, institutional needs, implementation challenges, partnership opportunities and strategic priorities
- Develop the strategic design, including strategic objectives, expected outcomes, governance coherence, implementation approach and cross-cutting principles, including protection, inclusion, sustainability and livelihoods; identify gaps and propose improvement

Deliverable 2: Consultation and Strategic Design Report, including a consolidated situation and needs analysis, consultation findings, strategic priorities and recommendations for the ICIP Strategy

Task 3 – Strategy Development and Validation

The contractor shall:

- Prepare the draft ICIP Strategy (2027 - 2030)
- Develop the implementation framework, results framework, monitoring, evaluation and learning framework, organisational and capacity development framework, resource mobilisation approach, risk management framework and implementation roadmap
- Ensure alignment with the UNRWA Medium Term Strategy, the Agency's reform agenda and relevant institutional frameworks
- Facilitate validation with ICID Headquarters, Field Directors, relevant UNRWA departments and senior management
- Revise the strategy based on consolidated stakeholder feedback

The strategy shall include, at minimum: Executive Summary, strategic context, strategic objectives and outcomes, implementation and governance framework, results framework and indicators, Monitoring, Evaluation and Learning Framework, Organisational and Capacity Development Framework, Risk Management, implementation roadmap

Deliverable 3: Draft ICIP Strategy; Final validation workshop and documentation of consolidated comments

Task 4 – Finalisation and Dissemination

The contractor shall:

- Finalise the ICIP Strategy following validation
- Prepare communication products for UNRWA senior management, donors and partner organisations
- Present the final strategy to UNRWA senior management
- Submit all deliverables in editable format

Deliverables 4: Final ICIP Strategy (max. 50 pages excluding annexes in English), Executive Summary; both documents as editable versions in MS Word and PowerPoint

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
Review key documents and develop an Inception Report	15.10.2026
Conduct a comprehensive technical and strategic review of the ICID developed draft multi-year strategy	22.10.2026
Field consultations and stakeholder engagement	15.11.2026
Consultation report	30.11.2026
Draft strategy	15.12.2026
Final strategy document	15.01.2027
Presentation of strategy	15.02.2027

Period of assignment: from 07th Oct 2026 until 31st Dec 2026.

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).

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).

4. Personnel concept

The tenderer is required to provide a CV (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/Key expert 1

Tasks of the key expert

- Overall responsibility for the technical and methodological quality of the assignment, ensuring timely delivery of all outputs
- Lead and coordinate the strategy development process, including strategic guidance, quality assurance and consolidation of all deliverables
- Facilitate strategic dialogue and consultation processes with UNRWA senior management, ICID Headquarters, field offices and other key stakeholders
- Coordinate and manage the consulting team and ensure effective communication and collaboration with GIZ, UNRWA and other partners involved in the assignment
- Ensure regular progress reporting and timely submission of deliverables in accordance with the agreed workplan

Qualifications of the key expert

- Education/training (2.1.1): Master's degree (or equivalent) in Urban Planning, Civil Engineering, Development Studies, Public Policy, Organisational Development or another relevant discipline
- Language (2.1.2): C2-level language proficiency in English
- General professional experience (2.1.3): 15 years of professional experience in infrastructure and urban development, strategic planning, institutional development and organisational change, preferably within international organisations, UN agencies or development cooperation
- Specific professional experience (2.1.4): 10 years of experience in the development of institutional or sector strategies, facilitation of participatory planning processes and multi-stakeholder consultation; proven experience in developing strategic, policy or institutional documents in English
- Leadership/management experience (2.1.5): 5 years of experience as Team Leader or Project Manager; 5 years of demonstrated experience in designing and facilitating high-level workshops, interviews and stakeholder engagement processes
- Regional experience (2.1.6): 3 years of experience in projects in Near and Middle East, of which 2 years in projects in Palestine, Jordan or Lebanon

- Development cooperation (DC) experience (2.1.7): 10 years of experience in development cooperation projects
- Other (2.1.8): Demonstrated experience with results-based management, strategic planning, monitoring and evaluation frameworks; Sound knowledge of Palestinian refugee issues, camp governance and humanitarian-development contexts; Excellent analytical, facilitation and communication skills

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
Designation of key expert	1	45	45	20 days remote work from place of residence and up to 25 travel days to Jordan, Palestine and Lebanon

Travel expenses	Quantity	Number per expert	Total	Comments
Per-diem allowance in country of assignment	1	25	25	For consultations/workshops with the departments and stakeholders the consultant is expected to travel to Jordan, Palestine and Lebanon. 15 days in Jordan a 57 EUR 5 days in Palestine a 59 EUR 5 days in Lebanon a 69 EUR
Overnight allowance in country of assignment	1	22	22	Jordan up to 134 EUR per night (up to 14 nights) Palestine up to 268 EUR per night (up to 4 nights) Lebanon up to 146 EUR per night (up to 4 nights) Reimbursement against evidence
Transport	Quantity	Number per expert	Total	Comments
International flights <i>Jordan, Lebanon, Palestine</i>	1	3	3	Travel to the place of service delivery Jordan, Palestine (Westbank), Lebanon
CO ₂ compensation for air travel	1	3	3	A fixed budget of EUR 300 is earmarked for settling carbon offsets against evidence.
Travel expenses (train, car) •	1	3	3	Transportation from Airport and to Airport, Transportation from Home to Airport and from Airport to Home
Other travel expenses	1	3	3	Visa costs Travel insurance
Flexible remuneration	1	3.000,00		A budget of EUR 3.000,00 is earmarked for flexible remuneration. Please incorporate this budget into the price schedule. Use of the flexible remuneration item requires prior written approval from GIZ.

6. Inputs of GIZ or other actors

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

- Workstations on GIZ and UNRWA premises (Jordan)
- Transportation on site with own project vehicle
- Logistics for workshops: GIZ Jordan, Lebanon, Palestine

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 (language).

The complete tender must not exceed 10 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.

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.