

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

CONFIDENTIAL

Gender transformation in line EU Directives in EaP; Piloted in the Republic of Moldova	Project number/ cost centre: G-012570-001
	Tender number 10044892

0.	List of abbreviations	2
1.	Context	3
2.	Tasks to be performed by the contractor	6
3.	Concept	8
	Technical-methodological concept	9
	Project management of the contractor (1.6)	9
	Further requirements (1.7)	9
4.	Personnel concept	9
	Key expert 1	9
5.	Costing requirements	10
	Assignment of personnel and travel expenses	10
	Sustainability aspects for travel	11
6.	Inputs of GIZ or other actors	14
7.	Requirements on the format of the tender	14
8.	Outsourced processing of personal data	14
9.	Annexes	14

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

The Eastern Partnership (EaP), the specific Eastern dimension to the European Neighbourhood Policy (ENP), was launched in 2009. The aim of the partnership is to strengthen and deepen the political and economic relations between the European Union, its Member States and the Eastern European and South Caucasus' partner countries (Armenia, Azerbaijan, Belarus (suspended), Georgia (suspended), Republic of Moldova, Ukraine). Recent developments in the region have brought serious challenges to the rule of law and human rights. Russia's unprovoked and unjustified military aggression against Ukraine is undermining European and global security and constitutes an attack on the values and principles enshrined in EU treaties.

The GIZ regional project "Public Administration Reform in the EaP Countries" is under its 3rd phase of implementation. The project covers the 5 EaP Countries. The main objective of the project is: the Eastern Partnership countries have modernized their public administration in line with EU standards through regional cooperation. The project activities are contributing to the implementation of 5 core project areas: 1) Reengineering and Digital Transformation, 2) Civil Service and TVET 3) Parliamentary Administration, 4) EU Integration and 5) Gender Transformation. The thematic frame of reference is formed by the core topic of "Peace and Social Cohesion" and the field of action "Good Governance".

The project contributes to the BMZ "Concept for Development Cooperation with Transformation Partners in South-East Europe, Eastern Europe and the South Caucasus" (12/2023) by supporting administrative reforms in the context of EU rapprochement in the Eastern Partnership (EaP) countries. The project also contributes to the implementation of the orientation framework "Using digitalisation for good governance" (2018), as well as to the implementation of the strategic realignment of BMZ's digital policy (2022) by specifically promoting the digitalisation of administrative processes. In addition, the project contributes to the implementation of the BMZ strategy "Feminist Development Policy" (2023) with a focus on field of action 2: "Anchoring the feminist approach in projects, promoting gender equality in a targeted manner". The project improves access to public services for women, promotes women in management positions and develops gender-transformative innovations. Gender equality is therefore an important secondary goal of the project.

Since 2024, the EaP gender component has established cooperation with National Gender Councils and equivalent institutions across the region and has conducted rapid gender analyses on gender equality and gender-transformative approaches in public administration and policymaking. These analyses identified persistent gender gaps in public administration systems, limited institutional capacities for gender mainstreaming, and the need to strengthen leadership, accountability and competency frameworks within civil services. The findings provided the evidence base for the development of the regional gender workstream and its subsequent interventions.

The proposed assignment builds directly on the Gender Rapid Analysis conducted under the EaP PAR Gender Component, which identified key challenges, institutional gaps and opportunities for advancing gender equality in public administration and governance. The activities are foreseen primarily in Moldova and will translate the findings of the rapid analysis into concrete actions by strengthening legislation, improving institutional capacities, supporting EU approximation, and enhancing gender mainstreaming within public administration. The assignment will therefore contribute to the Gender Component by moving from analysis to implementation, generating practical tools, evidence and good practices, while also promoting regional learning and exchange among Eastern Partnership countries. In this way, Moldova's experience will both benefit from and contribute to the broader EaP PAR regional agenda on gender-transformative public administration reforms.

Overall Objective

Strengthen the capacity of public administrations in Eastern Partnership countries to transpose, implement, and monitor the EU gender equality acquis by supporting legal and policy reforms, institutional mechanisms, and gender-responsive governance practices. The action will contribute to the gradual approximation of national frameworks to EU standards on equal treatment, non-discrimination, gender mainstreaming, equal opportunities, and gender-responsive public policymaking primarily in the Republic of Moldova in partnership with the Ministry of Labor and Social protection. The Activity will further contribute to the broader EaP PAR regional agenda.

Specific Objectives

- 1. Strengthening the implementation of Law No. 5/2006¹ on Ensuring Equal Opportunities for Women and Men through conducting rapid impact analysis, developing practical implementation and monitoring framework, evidence-based monitoring tools, strengthened institutional capacities and the promotion of a gender-transformative approach to governance in line with the EU acquis and international standards.**

The activity will support the Ministry of Labor and Social Protection in implementation of Moldova's Law No. 5/2006 on Ensuring Equal Opportunities between Women and Men by conducting a rapid impact analysis to assess its effectiveness, identify legislative, institutional and implementation gaps, and develop evidence-based recommendations aligned with the EU acquis and international standards. Based on the findings, it will establish a practical implementation, monitoring and reporting framework, introduce an annual survey to assess institutional implementation and generate evidence for continuous policy improvement, create a sustainable mechanism for documenting and sharing good practices, develop and pilot a Model Framework for Gender-Transformative Governance, and build the capacities of the national gender equality mechanism and relevant stakeholders to promote evidence-based, gender-transformative governance and strengthen the effective application of the law. The activity also directly supports the implementation of Moldova's 2025–2029 National Programme for EU Accession (NPAA) by strengthening the legislative and institutional framework for gender equality, enhancing alignment with the EU acquis, and improving monitoring, reporting and administrative capacities required for the accession process.

- 2. CEDAW Concluding Observations, with a focus on translating them into harmonized national legislation, policies, action plans, monitoring indicators, and standardized reporting frameworks aligned with the EU gender equality acquis.**

The activity will support national authorities in translating recommendations of the Committee on the Elimination of Discrimination against Women (CEDAW) and relevant elements of the EU gender equality acquis into concrete policy and institutional reforms. This would include capacity building, the development of practical implementation toolkits, model action plans, monitoring frameworks, gender-sensitive indicators, and reporting templates that enable ministries and public institutions to

¹ [MDA-74376 \(EN\).pdf](#)

systematically integrate gender equality commitments into sectoral policies, strategic planning, budgeting, and performance management processes.

3. Advanced Moldova's alignment with Directive (EU) 2022/2381² and Council Directive 2004/113/EC³ through legislative assessment, practical implementation tools, and strengthened capacities to promote gender-balanced corporate governance and equal treatment.

The activity will support Moldova's approximation to the EU gender equality acquis by strengthening the implementation readiness of institutions, regulators, service providers regarding Directive (EU) 2022/2381 and Council Directive 2004/113/EC. Through assessments, guidance development, capacity building, stakeholder dialogue and awareness-raising, the activity will promote gender-balanced corporate governance, equal treatment in access to goods and services, and stronger compliance mechanisms.

The activity also contributes to the implementation of Moldova's National Programme for Accession to the European Union (2025–2029) (NPAA) by supporting the alignment and effective implementation of the EU gender equality acquis, strengthening institutional capacities, and advancing reforms required under the EU accession process.

4. Facilitate a structured exchange of ideas, recommendations, and good practices on gender equality in public administration between Moldova, Armenia, Ukraine, and potentially Azerbaijan, contributing to the broader regional learning agenda on gender equality and, more specifically, gender transformative approaches, of EaP PAR Gender Component.

Lessons learned from the Moldova pilot would be documented and disseminated through regional peer-learning platforms, enabling adaptation and uptake by other Eastern Partnership countries. This would contribute to the gradual alignment of governance systems with European standards on gender equality, strengthen public sector capacity to implement international commitments, and promote more inclusive, accountable, and gender-responsive public administration reforms across the region.

The action will be implemented as a 12-month long regional initiative across eligible Eastern Partnership countries, with a primary pilot in Moldova, aimed at strengthening the practical application of international and European gender equality standards within public administration and governance systems.

² [Directive - 2022/2381 - EN - EUR-Lex](#)

³ [Directive - 2004/113 - EN - EUR-Lex](#)

2. Tasks to be performed by the contractor

The contractor shall have the necessary expertise to carry out all 4 work packages described below in line with the special objectives. The assignment will involve international expert to ensure high-quality implementation of the different thematic work packages primarily in Moldova and across EaP region. The assignment shall start with the preparation of a four-page narrative concept note setting out the overall task description, methodology, division of responsibilities, and a concrete implementation timeframe.

The assignment shall focus on the development and implementation of targeted work packages as described here.

Work Package 1: Rapid impact analysis, implementation support and monitoring of Law No. 5/2006

To strengthen the implementation of Law No. 5/2006 on Ensuring Equal Opportunities for Women and Men through a rapid impact analysis, the development of a practical implementation and monitoring framework, evidence-based monitoring tools, institutional capacity-building and the promotion of a gender-transformative approach to governance.

The work package will:

- carry out a rapid impact analysis of Law No. 5/2006, in accordance with Moldova's established methodology, to assess the practical implementation, relevance and effectiveness of the law;
- develop a practical implementation, monitoring and reporting framework for Law No. 5/2006, including: measurable implementation and outcome indicators; institutional responsibilities; monitoring and reporting arrangements; data collection methodologies; reporting templates; practical monitoring tools; recommendations for integrating monitoring into existing government planning and reporting systems;
- deliver capacity-building activities/trainings for gender units at central and local levels and institutions responsible for implementing and monitoring Law No. 5/2006, including the institutional gender equality mechanism, social partners and relevant public and private stakeholders, focusing on practical implementation, monitoring, reporting, evidence-based policymaking and gender-transformative governance.

Work Package 2: Development of a CEDAW-EU acquis toolkit

The activity will support national authorities in strengthening the implementation of gender equality commitments by developing a practical toolkit to facilitate the harmonisation of national policies, measures and monitoring systems with the EU gender equality acquis and CEDAW recommendations. The toolkit will provide guidance, templates, indicators and practical instruments to support ministries and public institutions in integrating gender equality requirements into sectoral policies, strategic planning, budgeting and reporting processes. In parallel, targeted training sessions will be delivered to relevant stakeholders to enhance understanding of CEDAW obligations, Committee recommendations and their translation into effective policy and institutional measures. The activity will contribute to

ensuring coherence between Moldova's CEDAW implementation efforts and EU accession-related gender equality requirements.

- Develop a practical toolkit to support national authorities in harmonising gender equality policies, monitoring frameworks and reporting mechanisms with the EU gender equality acquis and CEDAW recommendations.
- Deliver capacity-building training sessions for relevant ministries and public institutions on CEDAW obligations, Committee recommendations and their effective integration into policy development, implementation and reporting processes.

Work Package 3: Support with the transposition and implementation of Directive (EU) 2022/2381 in Moldova and Council Directive 2004/113/EC in Moldova

The activity will support Moldova's approximation to the EU gender equality acquis by strengthening the implementation readiness of public institutions, regulators, service providers in relation to Directive (EU) 2022/2381 on improving gender balance on corporate boards and Council Directive 2004/113/EC on equal treatment between women and men in the access to services. Through legal and institutional assessments, development of practical guidance and compliance tools, capacity-building activities, stakeholder consultations, and targeted awareness-raising campaigns, the activity will enhance institutional capacities, promote gender-balanced corporate governance, strengthen equal treatment in the provision of goods and services, improve compliance and enforcement mechanisms, and increase awareness among the public of their rights and obligations under the EU gender equality acquis.

- Develop practical guidance materials (only content) and awareness-raising tools for private-sector actors, including business associations, providers of goods and services, financial and insurance institutions, and consumer organisations;
- Develop information and design awareness campaigns for businesses and the general public on the rights and obligations arising from Directive 2004/113/EC;
- Develop user-friendly information materials (only content) explaining citizens' rights to equal treatment in access to goods and services, available complaint mechanisms and avenues for redress;

Work Package 4: Regional exchange of good practices among EaP gender professionals

To facilitate a structured exchange of ideas, recommendations, and good practices on gender equality in public administration between Moldova, Armenia, Ukraine, and potentially Georgia and Azerbaijan, building on the work carried out under this assignment and contributing to the broader regional learning agenda of EaP PAR Component 5.

In addition to thematic exchange sessions, the assignment will support practical peer-learning by inviting representatives from Armenia, Ukraine and potentially Georgia/Azerbaijan to selected Moldovan activities with strong gender-transformative potential. These may include case management meetings on domestic violence and gender-based violence, fathers' clubs, initiatives

involving men and boys in gender equality, inter-institutional coordination meetings, and other practical activities aimed at transforming institutional practices, gender norms and community-level responses.

- Organise and facilitate online or in-person exchange sessions bringing together gender equality practitioners from participating countries to present experiences, discuss common challenges, and share transferable approaches;
- Invite representatives from Armenia, Ukraine and potentially Georgia/Azerbaijan to selected national activities implemented in Moldova, including case management meetings, fathers' clubs and other gender-transformative initiatives, in order to enable direct observation, practical learning and exchange of working methods;
- Document lessons learned, transferable practices and recommendations from these exchanges and feed them into the Good Practice Observatory and the regional learning agenda under Gender Component.

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

Milestones/partial works	Date/location/responsibility	Criteria for acceptance
3-page concept note on the overall task	30 September 2026 (3 days)	Accepted by GIZ EaP PAR, national partners primarily in Moldova
Work Package 1 (<i>Law No. 5/2006</i>)	by 30 April 2027 (40 days)	Accepted by GIZ EaP PAR, national partners primarily in Moldova
Work Package 2 (<i>CEDAW</i>)	by 15 November 2026 (30 days)	Accepted by GIZ EaP PAR, national partners primarily in Moldova
Work Package 3 (2 <i>directives</i>)	by June 2027 (12 days)	Accepted by GIZ EaP PAR, national partners primarily in Moldova
Work package 4 (<i>across EaP</i>)	by July 2027 (10 days)	Accepted by GIZ EaP PAR
Final report on the overall task	by September 2027 (5 days)	Accepted by GIZ EaP PAR and Gender Councils
	Total number of days: 100	

Period of assignment: from end of September, 2026 until September 30, 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.

Further requirements (1.7)

n/a

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.

Key expert 1

Tasks of team leader

- The tasks described in chapter 2

Qualifications of team leader

- Education/training (2.1.1): University master's degree in political science, communication, design or other course of study relevant to the sector
- Language (2.1.2): business fluency in English C2, Knowledge of Romanian level C2, particularly for reviewing national legal and policy
- General professional experience (2.1.3): 5 years of experience in developing and implementing strategic documents within the realm of public administration reform and gender mainstreaming policies; hands-on experience in gender mainstreaming within civil society or international organisations; experience with data analysis and visualization, Gender-related statistical data, with a focus on the EaP countries and the EU.
- Specific professional experience (2.1.4):
 - Advanced university degree in Gender Studies, Law, European Integration, Public Policy, Social Sciences, Human Rights or a related field, with substantial professional experience in gender equality, gender mainstreaming and institutional reform.
 - Demonstrated expertise in EU approximation processes and gender equality reforms, including experience in policy analysis, legal and institutional assessments, development of guidance materials, and support to public and private stakeholders.
 - Proven experience in capacity building, stakeholder engagement and awareness-raising with government institutions, regulators, businesses, civil society and development partners, preferably in Moldova or the Eastern Partnership region.
- Leadership/management experience (2.1.5): n/a
- Regional experience (2.1.6): 5 years of working experience in projects in the context of EU neighbourhood policy within the scope of EaP countries.
- Development Cooperation (DC) experience (2.1.7): n/a
- Other (2.1.8): n/a

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	Comments
Key expert 1	1	100	
Travel expenses	Number of experts	Number of days/nights per experts	Comments
Per-diem allowance in country of assignment (Moldova)	1	20	
Overnight allowance in country of assignment Note: In the case of an on-site assignment over a weekend, overnight accommodation allowances can be reimbursed on weekends between fee days	1	20	Overnight stays abroad: Note: Under the BMF travel expense regulations, overnight allowances not exceeding 100% of the lump sum amounts can be submitted for reimbursement against evidence. Up to 75% of the maximum rates specified in the travel expense regulations can be submitted for

			reimbursement on a lump-sum basis. Please indicate in the price schedule whether your offer is on a lump-sum basis or against evidence. Overnight stays in Germany (deviation from the travel expense regulations): Note: Overnight allowances of up to EUR 130 can be submitted for reimbursement against evidence. Up to EUR 80 can be submitted for reimbursement on a lump-sum basis. Please indicate in the price schedule whether your offer is on a lump-sum basis or against evidence.
Travel costs (train, private vehicle)	1	4	Travel within the country of assignment, transfer to/from airport etc.
Flights	Number of experts	Number of flights per experts	Comments
International flights	1	4	Int'l round-trip flights
CO ₂ compensation for air travel Guidance for GIZ service providers on avoiding, reducing and offsetting GHG emissions (giz.de)	1	8	A budget of EUR 400 is earmarked for settling carbon offsets against evidence (= 50 EUR per single flight)
Other costs	Number	Price	Comments
Flexible remuneration The contractually agreed individual rates (e.g. amount of air travel expenses) and type of	1	5.600,00	A budget of EUR 5.600,00 is foreseen for flexible remuneration. Please incorporate this budget into the price schedule.

settlement (against evidence or flat rate) may not be changed.			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:

- Transportation on site with own project vehicle (n/a)
- Logistics for workshops: Partner arrangement - preagreed

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.

8. Outsourced processing of personal data

The contractor will process limited personal data (e.g. names, contact details, professional affiliations, and participation records) of experts and participants involved in the assignment. In carrying out these activities, the contractor shall act as an independent data controller and shall ensure that all processing of personal data is conducted in compliance with the applicable data protection legislation and the data protection and information security provisions set out in the currently applicable version of the GIZ General Terms and Conditions (AVB).

9. Annexes

None