

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



CONFIDENTIAL

**Development of the national strategy for the use of non-compliant raw milk and the improvement of the raw milk quality**

**Project number/  
cost centre:**  
G-100174-001

**Tender number**  
**10024967**

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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
EU	European Union
EU4FS	EU for Food Safety
FK	Expert
FKT	Expert days
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
KZFK	Short-term expert
ToRs	Terms of reference

## 1. Context

Following the opening of accession negotiations in June 2022, Albania is required to align its food safety, veterinary, and phytosanitary systems with the EU acquis Chapter 12. This alignment entails reforming the legal framework, strengthening institutional and administrative structures, promoting risk-based monitoring, and ensuring coordinated and capable authorities by adopting EU-compliant legislation and developing effective laboratory and surveillance systems. Candidate countries are expected to meet the EU's high standards for food safety and quality throughout the agri-food chain.

As stipulated in the EU Progress Report 2024, Albania has some level of preparation regarding Chapter 12: Yet, some legal reforms are ongoing, and laboratory networks have expanded their scope and quality of testing, including an increasing number of accredited methods. Traceability systems have also improved. However, critical gaps remain. Albania is currently not authorized to export live animals or most products of animal origin to the EU, which limits the benefits of the Stabilization and Association Agreement. Without further alignment under Chapter 12, regional competitiveness may be affected.

The Multi-Donor Action "EU for Food Safety" (EU4FS) is jointly co-financed by the European Union (EU) and the Federal Ministry for Economic Cooperation and Development (BMZ) and implemented by GIZ.

The Overall Objective of the Action is to protect the health and interests of the consumers by approaching EU food safety policies to guarantee the highest level in food safety, animal health and welfare, as well as plant health standards.

The Specific Objectives (outcomes) of the Action are:

- (1) Strengthened legislative and administrative framework on food safety, veterinary and phytosanitary areas and official controls.
- (2) Strengthened administrative capacities of relevant institutions for coping with food safety inspection, veterinary and plant health services as per EU requirements.
- (3) Strengthened capacities to assess, categorize, and upgrade the food establishments.
- (4) Improved official controls, laboratory capacity, and risk-based food safety management.

The Action aims to support Albania's ambition to fulfil Chapter 12 on food safety and directly contributes to meeting EU integration benchmarks. With a targeted Team Europe support, this initiative has the potential to become a benchmark for a modern food control and consumer information system in the Western Balkans and serve as a front-runner project in the Berlin Process.

The Action aligns with Albania's National Strategy for Agriculture, Rural Development and Fisheries 2021-2027 and the National Agri-Food Safety Policy, which prioritize stronger institutions, modern control systems, sector-wide compliance with EU rules, and transparent consumer information. The National Strategy for Development and EU Integration (2022–2030) further underlines the need for a consolidated legal framework, reform of veterinary services, and enhanced infectious disease surveillance systems.

Key institutions involved in the implementation of Chapter 12 include the Ministry of Agriculture and Rural Development (MARD), the National Food Authority (NFA), the National Authority of Veterinary and Plant Protection (NAVPP), the Food Safety and Veterinary Institute (ISUV), and the State Entity for Seeds and Seedlings (SESS). These bodies are central to developing and enforcing legislation, managing and implementing official controls, supporting food and feed safety, and implementing disease prevention programs. However, institutional mandates are not clearly defined, and there are considerable **need** for improved staff capacities, harmonized procedures, and more integrated, risk-based approaches to food and feed control.

As part of the EU accession process, Albania is required to align its agri-food sector with EU food safety, hygiene, and veterinary standards. In the dairy sector, significant challenges remain regarding the high share of non-compliant raw milk and insufficient quality levels at farm and collection stages.

The Ministry of Agriculture and Rural Development (MARD) aims to develop a national strategy addressing:

- The safe use and management of non-compliant raw milk
- The progressive improvement of raw milk quality

This strategy will be submitted to the European Commission as part of Albania's EU approximation efforts.

Therefore, GIZ is seeking the services of an international consultancy with extensive experience in the EU Food Safety and EU Accession Context with the objectives below mentioned:

### **Overall Objective**

To develop a concise, evidence-based, and EU-aligned national strategy for:

- The use of non-compliant raw milk
- The improvement of raw milk quality

### **Specific Objectives**

- Assess the current situation and compliance gaps
- Define feasible transitional solutions for non-compliant milk
- Propose targeted measures for improving raw milk quality
- Develop a practical implementation framework and action plan

## **2. Tasks to be performed by the contractor**

The contractor is responsible for providing the following services:

### **Task 1: Inception Phase**

- Review relevant EU acquis, Commission guidance, and best practices
- Review national legislation, policies, and available data
- Conduct initial consultations with MARD and key stakeholders
- Prepare an inception report including methodology, timeline, and data requirements

## **Task 2: Rapid Sector Assessment**

- Analyze the current state of raw milk production, collection, and processing
- Assess compliance with EU hygiene and food safety standards
- Identify gaps and root causes of non-compliance
- Review existing testing, control, and enforcement systems

## **Task 3: Strategy for Non-Compliant Raw Milk**

- Assess risks associated with non-compliant raw milk
- Define clear categories and handling rules
- Propose safe and feasible transitional use options
- Develop a phased approach for reducing non-compliant milk

## **Task 4: Measures for Raw Milk Quality Improvement**

- Define priority interventions at:
  - ✓ Farm level
  - ✓ Collection level
  - ✓ Processing level
- Propose:
  - ✓ Incentive mechanisms (e.g. quality-based payment systems)
  - ✓ Strengthening of controls and enforcement
  - ✓ Capacity development measures
  - ✓ Improvements in laboratory/testing systems

## **Task 5: Action Plan and Implementation Framework**

- Develop a structured action plan including:
  - ✓ Measures and priorities
  - ✓ Timeline (short-, medium-, long-term)
  - ✓ Roles and responsibilities
  - ✓ Monitoring indicators
- Ensure feasibility within the Albanian context

## **Other Tasks:**

- The contractor reports regularly to GIZ in accordance with the current AVB of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.
- Contributions to reports to GIZ's commissioning party

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

<b>Milestones/process steps/partial services</b>	<b>Deadline /place/person responsible</b>
Inception Report (methodology, work plan)	31 July 2026/ home country/ contractor
Rapid Assessment Report	10 Aug 2026/ assignment country/ contractor
Draft Strategy	7 Sept 2026/ home country/ contractor
Draft Action Plan & Implementation Framework	20 Sept 2026 / home country/ contractor

Final Strategy Document	10 October 2026/ home country/ contractor
Final Presentation	15 October 2026 / assignment country / contractor

Period of assignment: from 08 July 2026 until 15 October 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) The strategy should not exceed four pages (1.1.2).

**Processes (1.4):** 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. (1.4.2).

#### 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 (1.6.2)** 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 personnel concept foresees the engagement of two experts, one international and one national, who will work closely together as a team towards the achievement of the assignment's objectives. Responsibilities and tasks will be jointly defined and allocated within the team, ensuring a complementary approach that combines international expertise with national context and knowledge. Key Expert 1 will be responsible for the overall coordination and implementation of the assignment. This includes ensuring that all analytical outputs are consistent and support the overall conclusions and recommendations, maintaining the agreed methodology, and overseeing the quality and timely delivery of all outputs. The Key

Expert 1 will also facilitate communication among stakeholders and ensure the achievement of the assignment's objectives.

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

### **Key expert 1: International expert**

#### Qualifications of key expert 1

- Education/training (2.2.1): Advanced university degree (Diploma/Master) in veterinary medicine, food safety, dairy science or related field
- Language (2.2.2): C1 -level language proficiency in English
- General professional experience (2.2.3): 7 years of proven experience in EU food safety and veterinary systems and EU accession / pre-accession negotiations.
- Specific professional experience (2.2.4): 5 years of proven experience with EU hygiene and food safety acquis and in drafting at least 1 national strategy related to raw milk
- Leadership/management experience (2.1.5): 3 years of proven experience as a project team leader or manager in similar projects.

### **Key expert 2: National expert**

#### Qualifications of key expert 2

Education/training (2.2.1): Advanced university degree (Diploma/Master) in veterinary medicine, food safety, agricultural science or related field

Language (2.2.2): C1 -level language proficiency in English

General professional experience (2.2.3): 7 years of proven experience in the Albanian food safety, with in-depth knowledge of the current national situation regarding raw milk production.

Specific professional experience (2.2.4): 5 years of proven experience in Albania in the development or drafting of national strategies, policy documents, or sectoral programs in the field of food safety, including aspects related to the dairy sector.

## **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 (CO<sub>2</sub> 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 CO<sub>2</sub> efficiency. For short distances, travel by train (second class) or e-mobility should be the preferred option.

CO<sub>2</sub> 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
Preparation/Debriefing	2	4	8	
Implementation	2	22	44	
Travel expenses	Quantity	Number per expert	Total	Comments
Per-diem allowance in country of assignment	1	15	15	Max. EUR 33 per day
Overnight allowance in country of assignment	1	15	15	100 % against evidence (up to 116 EUR)
Transport	Quantity	Number per expert	Total	Comments
International flights	2	2	2	Return flights Home country-Albania-Home country
CO <sub>2</sub> compensation for air travel <a href="#">Guidance for GIZ service providers on avoiding, reducing and offsetting GHG emissions</a>	4	50	200	A fixed budget of EUR <b>200</b> is earmarked for settling carbon offsets against evidence.



<b>Travel expenses (train, car)</b>	1 1000km	200 30 cents	200 300 euro	Against evidence  A budget of 1000 km at 30 euro cents per km is reserved for using own car in field missions in the country of assignment (against evidence)
<b>Other costs</b>	<b>Number</b>	<b>Price</b>	<b>Total</b>	<b>Comments</b>
<b>Flexible remuneration</b>	1	4000	4000	A budget of EUR 4.000 is foreseen for flexible remuneration. Please incorporate this budget into the price schedule.  Use of the flexible remuneration item requires prior written approval from GIZ.

### Workshops, events and trainings

The contractor implements the following workshops/study trips/training courses:

- Final presentation of the National Strategy for the use of non-compliant raw milk and the improvement of raw milk quality to all the relevant public and private stakeholders

### 6. Inputs of GIZ or other actors

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

- Logistics for workshops: venue, catering, stationery, translation and other similar costs related to workshops
- Transport for joint field visits, if deemed necessary

### 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 organized 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 ToR's 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 (language).

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.