

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

CONFIDENTIAL

**Study on Financing Models, and Development of Relevant Toolkit
for Development-Oriented Labour Migration Pathways between
Ghana, Germany and other European countries**

**Project number:
G-018152-001**

**Tender number:
10026313**

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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 |
| DC | Development cooperation |
| EU | European Union |
| FK | Expert |
| FKT | Expert days |
| ILO | International Labour Organisation |
| KZFK | Short-term expert |
| MiWorQ | Promoting Sustainable Migration, Decent Wwork and Professional Qualifications |
| NLMP | National Labour Migration Policy |
| ToRs | Terms of reference |
| TVET | Technical and Vocational Education and Training |

1. Context

The German Federal Ministry for Economic Cooperation and Development (BMZ) has commissioned the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) to implement a programme titled “**Promoting Sustainable Migration, Decent Work and Professional Qualifications (MiWorQ)**” in Ghana. The programme contributes to Ghana’s national development priorities by promoting decent employment, enhancing workforce skills, and improving labour market outcomes in support of inclusive and sustainable economic growth.

The programme focuses on strengthening the capacities of Technical and Vocational Education and Training (TVET) institutions and other key actors within Ghana’s formal skills development ecosystem. Particular attention is given to improving the relevance, quality, and labour market orientation of vocational education and training through enhanced cooperation between public institutions and the private sector.

In line with the International Labour Organization (ILO) standards on decent work, fair recruitment, and skills portability, as well as Ghana’s National Labour Migration Policy (NLMP), MiWorQ recognises labour migration as a potential driver of development when it is well-governed, rights-based, development-oriented and mutually beneficial. MiWorQ therefore seeks to enhance the development impact of labour migration by improving access to safe, regular, and quality employment opportunities, particularly for young people and women, who remain disproportionately affected by unemployment, underemployment, and informal work.

As part of its intervention logic, MiWorQ explores structured training-to-migration pathways that link skills development in Ghana with labour market needs in Germany and, where relevant, the wider European context. Such pathways are intended to maximise benefits for countries of origin and destination alike, while safeguarding the rights and welfare of migrant workers throughout the migration cycle; from pre-departure preparation and recruitment, through placement and employment, to return or long-term integration.

Financing requirements associated with these pathways may include, but are not limited to, costs for language training in Ghana; complementary qualifications such as soft skills and intercultural competence; certification and skills recognition; recruitment and placement services; visa and documentation processes; travel costs; and onboarding, language acquisition, and social integration measures in destination regions.

The primary objective of this Terms of Reference (ToR) is to commission a study to assess the feasibility and sustainability of financing model(s) that can adequately cover the costs and financing requirements associated with regular labour migration pathways.

In line with this, the MiWorQ programme seeks to engage a qualified international consulting firm with demonstrable experience in the financial sector, particularly in designing and analysing financing models, as well as expertise in labour migration and development-oriented migration pathways. The firm should have proven international experience, including work across multiple jurisdictions, ideally within Europe and Africa. The firm will collaborate closely with National Short-Term Experts (STEs) to undertake this assignment, ensuring strong contextual relevance in Ghana while drawing on international best practices. **As part of its responsibilities, the international consulting firm is required to recruit suitable national (local) experts for the execution of the assignment, ensuring strong contextual relevance in Ghana while drawing on international best practices.**

2. Tasks to be performed by the contractor

The contractor will undertake a focused study to inform the design of sustainable financing model(s) for regular training-to-migration pathways between Ghana and Germany/Europe. The assignment should generate practical, evidence-based insights into costs and cost-sharing arrangements across the labour migration cycle, in line with ILO standards and Ghana's National Labour Migration Policy, to support GIZ and its partners in developing feasible, equitable, and scalable approaches that benefit labour migrants, particularly young people and women.

The contractor will undertake the following key tasks:

1. Inception
 - Have a kick-off meeting with the GIZ MiWorQ team and other relevant partners to get a better understanding of the assignment.
2. Desk Review
 - Review relevant policies, standards, and literature, including Ghana's National Labour Migration Policy, ILO standards, and relevant German/EU frameworks on labour migration, skills development, and employer engagement.
 - Prepare an inception note outlining the proposed methodology, analytical framework, and work plan.
3. Cost and Financing Analysis
 - Identify and analyse key cost components associated with regular training-to-migration pathways and transnational qualification and training programmes across the full migration cycle.
 - Assess existing and potential financing and cost-sharing models, including contributions from public institutions, training providers, migrants, and private sector partners, with particular attention to the role of the German economy.
4. Design of Sustainable and Implementable Financing Model(s)
 - Develop practical financing model(s) in close consultation (including workshops) with financial sector stakeholders such as banks and/or insurance companies (or similar institutions), relevant trade associations, chambers, foundations and/or development partners in Ghana and/or Germany to support regular labour migration.
5. Development of Operational Toolkit
 - Develop toolkit, based on the refined financing model(s) after the engagement with the financial sector stakeholders, relevant trade associations, chambers, foundations and/or development partners to support organisations seeking to establish or strengthen transnational training and labour migration partnerships with Ghana.
 - The toolkit shall include, an appropriate, structured financing model(s) template, templates for cooperation agreements, and clear process descriptions covering all stages of the training and migration cycle, from pre-departure preparation to placement and integration.

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

| No. | Milestones | Deadline/place/ person responsible | Estimated Consultancy Days – International (1 Expert) | Estimated Consultancy Days – National (Up to 3 Experts) | Comments |
|-----|---|---|---|---|---|
| M1 | Inception Meeting | Two weeks after contract signing | 0.5 | 1 | Home country for all experts |
| M2 | Inception Report | One week after inception meeting | 1 | 1.5 | Home country for all experts |
| M3 | Desk Review | Three weeks after inception meeting | 5 | 6 | Home country for all experts |
| M4 | Cost and Financing Analysis/Mapping | 30.11.2026 | 2 | 3 | Home country for all experts |
| M5 | 1 st Engagement with Partners/Stakeholders (1 workshop each in Ghana/Germany anticipated) | 31.01. 2027 | 4 | 6 | Int'l expert travels to Ghana and vice versa |
| M6 | Submission of Interim Report | 28.02.2027 | 1 | 1 | |
| M7 | Design of Sustainable and Implementable Financing Model(s) for Training-to-Migration Pathways | 31.03.2027 | 5 | 6 | Home country for all experts |
| M8 | 2 nd Engagement with Partners/Stakeholders (1 workshop each in Ghana/Germany anticipated) | 30.04.2027 | 4 | 6 | Int'l expert travels to Ghana and vice versa |
| M9 | Draft Study Report Submission and Model Refinement | 31.05.2027 | 3 | 4 | Home country for all experts |
| M10 | Development of Operational Toolkit | 30.06.2027 | 5 | 9 | Home country for all experts |
| M11 | 3 rd Engagement with Partners/Stakeholders (1 workshop each in Ghana/Germany anticipated) | 31.07.2027 | 4 | 6 | Int'l expert travels to Ghana and vice versa |
| M12 | Feedback, Integration and Toolkit Finalisation | 31.08.2027 | 2 | 2 | Home country for all experts |
| M13 | Submission and Dissemination of Final Report(s) | 30.09.2027 | 1.5 | 0.5 | |
| | Total number of days | | 38 | 52 | |

Period of assignment: from **31.07.2026 until 30.09.2027**

Deliverables:

- a. Inception Report: a comprehensive inception report outlining the assignment methodology, work plan, timelines, stakeholder engagement approach, and risk mitigation measures.
- b. Interim Report (desk review summary/cost and financing analysis report):
 - compilation of relevant policies, standards, literature, and existing financing models related to training-linked labour migration.
 - identification of key cost components across the migration and training cycle and assessment of existing and potential financing models, including partner contributions, especially from the German economy.
- c. Financing Model(s) and Toolkit (Draft and Final): Sustainable and implementable financing model(s) and toolkit including, templates for cooperation agreements, and process descriptions for training-to-migration pathways - ready for use by partners.
- d. Stakeholder Consultation Report: Summary of consultations with key stakeholders in Ghana and Germany/Europe, including validation of preliminary findings and tools.
- e. Study Report (Draft and Final): Comprehensive report with findings, proposed sustainable and implementable financing model(s), practical toolkit, and recommendations.
- f. Assignment Report (Draft and Final): Report on the entire assignment incorporating feedback from GIZ and other relevant stakeholders (if required).

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). 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 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 (1.3)** the measures with the project partners and its contribution to the **results-based monitoring system**

The tenderer is required to describe the key **processes (1.4)** for the services for which it is responsible and create an **operational plan** or schedule 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).

The tenderer is required to describe its contribution to knowledge management for the partner and GIZ and to promote scaling-up effects under **learning and innovation (1.5)**.

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 – International Expert

Tasks of the team leader - International Expert

- 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 the overall design and implementation of the assignment by developing robust analytical frameworks for assessing financing models and development of toolkit.
- Apply international experience to integrate global best practices and comparative insights into the study and toolkit to ensure that proposed solutions are innovative, scalable, and aligned with international standards.

Qualifications of the team leader

- Education/training (2.1.1): university degree (German ‘Diploma’/Master) in Economics, Public Policy, Development Studies, Labour Economics, Migration Studies, Finance, or a related field.
- Language (2.1.2): C1-level language proficiency in English, B2-level language proficiency in German language.
- General professional experience (2.1.3): 10 years of professional experience in labour migration, skills development, labour market policy, financial systems, or development finance in Germany and/or similar European country.
- Specific professional experience (2.1.4):

- 5 Demonstrated expertise in labour migration governance, skills partnerships, or international qualification frameworks.
- Proven experience in designing or assessing financing models, cost-sharing mechanisms, or blended finance approaches evidenced by 2 assignments.
- Strong understanding of ILO standards on decent work and fair recruitment evidenced by 3 assignments.
- Leadership/management experience (2.1.5):
 - 5 years of management/leadership experience in leading multidisciplinary teams or managing complex international assignments.
 - 5 years of demonstrated experience in stakeholder coordination across public and private sectors in Ghana or Germany.
- Regional experience (2.1.6):
 - 3 years of proven professional in Sub-Saharan African.
 - Experience working in Ghana and/or with German/EU labour migration frameworks evidenced by 3 assignments, of which 1 of the projects should have Ghana or Germany as focus.
- Development cooperation (DC) experience (2.1.7): 5 years of experience in DC projects, preferably with GIZ, BMZ, EU institutions, or comparable organizations.

Key expert 1 (National)

Tasks of key expert 1

- National expert responsible for contextual analysis, data collection, and contribution to the development of financing model(s) and toolkits.
- Contribute local knowledge, case studies, and practical inputs to ensure their relevance and applicability within the Ghanaian context.
- Engage relevant stakeholders such as financial institutions, regulators, and industry associations to support consultations, gather input, and validate findings and proposed financing model(s).
- Lead the piloting/roll-out of developed financing scheme and toolkit in Ghana.

Qualifications of key expert 1

- Education/training (2.2.1): Master's degree in Business Administration, Management, Economics, Development Studies, Labour Studies, or Finance
- Language (2.2.2): C2-level language proficiency in English, B1/B2- level language proficiency in German will be an advantage
- General professional experience (2.2.3):
 - 7 years of professional experience in labour market policy, TVET, migration governance, or skills development in Ghana.
 - 7 years of experience in research, policy analysis, or advisory services.
- Specific professional experience (2.2.4):
 - 10 years of demonstrated knowledge of Ghana's National Labour Migration Policy and TVET systems.
 - Experience analysing financing mechanisms, public-private partnerships, or training cost structures evidenced by 2 assignments.
 - Experience engaging with government institutions, private sector actors (including financial institutions), and training providers.
- Regional experience (2.2.6): 7 years of extensive professional experience in projects in Ghana

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

Short-term expert pool (national) with minimum 1, maximum 2 members

For the technical assessment, an average of the qualifications of all specified members of the expert pool is calculated. Please send a CV for each pool member (see below Chapter 7 Requirements on the format of the bid) for the assessment.

Tasks of the short-term expert pool

- Technical support on financing structures, private sector participation (especially German employers), and development of practical toolkits (financing models, cooperation templates, process descriptions).
- Design and implement communication and visibility activities in line with GIZ and partner guidelines.
- Develop communication materials, including publications, graphics, and digital content.
- Prepare, facilitate, and moderate workshops, meetings, and stakeholder engagements.
- Provide short-term technical and advisory support in the relevant thematic area.
- Support stakeholder mapping, engagement, and coordination activities.
- Contribute to project documentation, reporting, and knowledge management.
- Support capacity-building and training activities for target groups.
- Ensure quality, consistency, and compliance of outputs with GIZ and partner standards.
- Provide ad-hoc and rapid response support as required by the project.

Qualifications of the short-term expert pool

- Education/training (2.6.1): Master's degree in Finance, Business Administration, Economics, Development Finance, or related field.
- Language (2.6.2): C2-level language proficiency in English, B1/B2- level language proficiency in German will be an advantage
- General professional experience (2.6.3): 5 years of professional experience in finance, private sector development, or investment-related advisory services.
- Specific professional experience (2.6.4):
 - 1 or 2 experts with 5 years of professional experience in developing financing models, cost-sharing arrangements, or partnership frameworks.
 - 5 years of experience working with private sector actors, chambers of commerce, or employer associations.
 - 5 years of experience drafting operational tools such as agreement templates, financial frameworks, or process guidelines.

- Regional experience (2.6.5): 1 or 2 experts with 5 years of experience in West Africa and/or in Germany

The tenderer must provide a clear overview of all proposed short-term experts and their individual qualifications.

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 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 | 1 | 38 | 38 | |
| Key expert 1 | 1 | 40 | 40 | |
| Short Term Expert Pool | 2 | 6 | 12 | |

| Travel expenses | Quantity | Number per expert | Total | Comments |
|--|----------|-------------------|-------|---|
| Per-diem allowance in country of assignment | 6 | 2 | 12 | (assignment in Ghana for experts from Germany and local travels, and vice versa) |
| Overnight allowance in country of assignment | 6 | 2 | 12 | <p>Overnight stays abroad:</p> <p>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.</p> <p>Please indicate in the price schedule whether your offer is on a lump-sum basis or against evidence.</p> <p>Overnight stays in Germany (deviation from the travel expense regulations):</p> <p>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.</p> <p>Please indicate in the price schedule whether your offer is on a lump-sum basis or against evidence.</p> |
| Transport | Quantity | Number per expert | Total | Comments |
| International flights | 3 | 2 | 6 | Travel to the place of service delivery from/to Germany and vice versa |
| CO₂ compensation for air travel <i>Link to working aid and table for determining the budget and</i> | 12 | 70 | 840 | EUR 840 is earmarked for settling carbon offsets against evidence. |

| | | | | |
|---|---------------|--------------|--------------|--|
| <u>Guidance for GIZ service providers on avoiding, reducing and offsetting GHG emissions on setting the budget.</u> | | | | |
| Travel expenses (train, car) Germany | 3 | 2 | 6 | Travel within Germany/Ghana, transfer to/from airport, visa etc., |
| Other travel expenses (car) Ghana | 3 | 2 | 6 | e.g. visa costs , Travel within Ghana, transfer to/from airport etc., |
| Other costs | Number | Price | Total | Comments |
| Flexible remuneration | 1 | 10.000 | 10.000 | A budget of EUR 10.000 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 | 6 | 2.500 | 15.000 | The budget contains the following costs: Venue, Hospitality, further workshop logistics |
| Other costs | 210 | 20 | 4.200 | The budget contains the following costs: Stationery for stakeholder workshops (if needed) |

6. Contributions from the AG or other stakeholders

It is envisaged that GIZ and/or other actors will provide the following services:

- Suitable but limited workplaces on the premises of GIZ (in Ghana) as and when it becomes very necessary for in-person meetings
- On-site transport by own project vehicle
- Logistics for workshops: moderation box with writing materials, pin boards, white boards

7. Requirements on the format of the tender

The structure of the bidder's bid must correspond to the structure of the ToR. In particular, the detailed structure of the concept (Chapter 3) should correspond to the structure of the weighted (and not zeroed) criteria of the evaluation scheme. The offer must be legible (font

size 11 and larger) and written in an understandable way. The language of the offer is English.

The complete tender must not exceed 16 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 it took. The CVs must 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.

8. Order processing of personal data

The Contractor shall comply with the data protection and information security provisions set out in GIZ's General Terms and Conditions (GTC) of September 2025 or any applicable GTC at the time of contract award. In particular, the Contractor shall ensure that all personal data collected, processed, stored, or transmitted in the course of implementing the assignment is handled in accordance with applicable data protection legislation and GIZ requirements.

Where the performance of the contract involves the processing of personal data on behalf of GIZ, the parties shall conclude the necessary data processing agreement(s) and comply with all related requirements prior to the commencement of such processing. The Contractor shall implement appropriate technical and organisational measures to ensure the confidentiality, integrity, availability, and security of all data and information obtained during the execution of the assignment.

Any collection or processing of personal data under this assignment shall be limited to what is necessary for the fulfilment of the contractual obligations and shall be carried out only for the agreed purposes.