

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

CONFIDENTIAL

Consultancy Services for the Integration, Standardization, and Regulation of Land Information Systems in Lao PDR	Project number/ cost centre: G-012532-001
	Tender number 10039411

0.	List of abbreviations	2
1.	Context.....	3
2.	Tasks to be performed by the contractor	3
3.	Concept.....	7
	Technical-methodological concept	7
	Further requirements (1.7).....	7
4.	Personnel concept.....	8
	Key expert 1	8
5.	Costing requirements	9
	Assignment of personnel and travel expenses	9
	Sustainability aspects for travel	9
	Workshops, events and trainings.....	11
6.	Inputs of GIZ or other actors.....	11
7.	Requirements on the format of the tender	11
8.	Option	12
	Type and scope.....	12
	Requirements.....	12
	Quantitative requirements for the optional services	12
	Requirements on the format of the tender for the option.....	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

Laos faces significant challenges regarding land and forest rights. Over 3,000 rural communities live in state-owned forests without formal documentation. This lack of recognition exposes them to land grabs and conflicts driven by growing resource demand. Furthermore, the absence of clear land tenure systems hinders sustainable forest management, leading to deforestation and biodiversity loss.

The GIZ project Land Management and Decentralized Planning (LMDP), co-funded by Germany (BMZ) and Switzerland (SDC), collaborates with government and development partners to enhance land administration. Entering its fourth phase in 2025, the project secures land rights for smallholders and forest users to improve livelihoods and protect biodiversity through three key outputs:

- Integrated Land Management: Protecting land rights and promoting sustainable land use in Sayabouri and Houaphan provinces.
- Legal Frameworks: Enhancing land rights with a focus on women's rights and involving Civil Society Organizations (CSOs) in multi-stakeholder dialogues.
- Digital Systems: Advancing digital land information systems like LaoLandReg (digital cadastre) and LUIS for informed decision-making.

Developed between 2017 and 2020 by a cross-ministerial team (MoNRE and MAF) with GIZ support, LUIS enables the Lao government to manage and analyze spatial data like Land Use Plans (LUPs). While the system is operational across 12 provinces with around 771 uploaded plans, and Version 3 has been in production since January 2024, full country-wide integration faces three core challenges:

- Lack of Administrative Integration: Digital systems like LUIS and LaoLandReg are not yet systematically embedded into standard administrative procedures (such as land allocation, registration, and approval processes). Procedures lack standardized flowcharts and Standard Operating Procedures (SOPs) that ensure efficient administration and decision-making.
- Fragmented Coding and Classification: There is no uniform, multi-sectoral Land Use Coding Schema. This fragmentation hinders cross-sectoral mapping and prevents effective zone-based land tenure recognition in forest areas, which is vital for securing the rights of forest users, women and ethnic groups under the Land Law and Forestry Law 2019.
- Inconsistent Data Quality and Compliance: The system lacks mandatory data upload concepts and minimum availability standards for shapefiles and documents. Without a formal regulation for mandatory uploads and a strategy to integrate development projects organizationally and financially, long-term data quality and the system's financial sustainability remain unsecured.

Therefore, LMDP seeks support to fully institutionalize these digital tools, standardize administrative workflows, establish a unified national coding schema, and enforce mandatory data compliance to ensure sustainable, inclusive land governance across Lao PDR.

2. Tasks to be performed by the contractor

The objective is to operationalize and standardize land administration in Lao PDR through the seamless integration of digital land information systems into government decision-making, the creation of a multi-sectoral national Land Use Coding Schema, and the institutionalization of mandatory data upload mechanisms for LUIS.

The contractor is responsible for providing the following services:

- Work Package 1: Integration of Land Information Systems into administrative processes and decision making
- Work Package 2: Development of a standardized Land Use Coding Schema for country-wide application
- Work Package 3: Development of a concept for mandatory data upload to the Land Use Information System LUIS

Work Package 1: Integration of Land Information Systems into administrative processes and decision making

The objective of Work Package 1 is to integrate relevant land information systems into standard administrative procedures of the Lao authorities in the land sector. Relevant land information systems include the Land Use Information System LUIS and the digital cadaster LaoLandReg System among others¹. Administrative procedures include land allocation and land use planning as well as land registration and issuance of tenure documents including the related approval processes. Work Package 1 includes the following tasks:

- Identify relevant steps in administrative procedures for the application of land information systems and definition of relevant data parameters
- Develop flow charts to show and simulate administrative procedural steps and decision-making processes
- Verification of flow charts through gender-sensitive stakeholder consultations and interviews including field trips to at least two provinces (ensuring equal participation of women and ethnic groups where applicable)
- Develop recommendations to improve operational plans and standard administrative procedures of government authorities in relation to the above-mentioned objective
- Develop recommendations for the LUIS and LaoLandReg system developer team to align the system with the identified procedural steps
- Develop SOP for the application of land information systems in standard administrative procedures to be used for capacity building measures of local government authorities

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
Inception and Process Mapping Baseline: Identified relevant steps in administrative procedures and data parameters; draft flow charts for LUIS and LaoLandReg integration completed.	3 months after contract start
Field Verification Report: Completed field trips to at least 2 provinces; gender-sensitive	7 months after contract start

¹ Other systems include the Forest Management Planning Information System [FMP Information System](#) or the Land Lease and Concession Inventory

stakeholder consultations and interviews verified and updated the flow charts.	
Alignment & Optimization Recommendations: Finalized recommendations for government authorities (operational plans) and for the IT developer team to align systems with processes.	10 months after contract start
Final SOPs for Capacity Building: Approved Standard Operating Procedures (SOPs) for the application of land info systems delivered to the project team.	13 months after contract start

Work Package 2: Development of a standardized Land Use Coding Schema for country-wide application

The objective of Work Package 2 is to conceptualize and develop a multi-sectoral standard Land Use Coding Schema and Classification Standard for land allocation and land use planning purposes for country-wide and uniform application, following the eight land categories of the Land Law 2019. The purpose is to create a standardized, cross-sectoral classification system for land use and zones for use in mapping. The Coding Schema should specifically enable a zone-based land tenure recognition in forest areas, taking into account the distinct land use patterns and tenure security of both women and men. Work Package 2 includes the following tasks:

- Identification of the requirements that relevant administrative authorities place on a classification system through consultations and a literature review
- Develop a conceptual and technical proposal for a simplified and unified Land Use Coding Schema and Classification Standard including various case studies illustrating the use of maps as discussion basis with relevant stakeholders including Department of Land Administration and Management, Department of Forestry and other relevant agencies
- Develop a multi-sectoral standard Land Use Coding Schema and Classification Standard and crosswalk tables for the most relevant current land use coding schemas
- Provide inputs for drafting a regulation for a multi-sectoral standard Land Use Coding Schema and Classification Standard

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
Requirements & Baseline Assessment: Literature review and consultation report on requirements from cross-sectoral authorities completed (aligned with Land Law 2019).	2 months after contract start
Technical Proposal & Case Studies: Conceptual/technical proposal for the unified Coding Schema and Classification Standard developed, including case studies for forest area tenure.	5 months after contract start
Final Multi-Sectoral Schema & Crosswalk Tables: Completed cross-sectoral Land Use	7 months after contract start

Coding Schema and finalized crosswalk tables for the most relevant existing schemas.	
Legal Input Draft: Technical inputs and policy recommendations for drafting the official regulation on the Land Use Coding Schema submitted.	10 months after contract start

Work Package 3: Development of a concept for mandatory data upload to the Land Use Information System LUIS

The objective of Work Package 3 is to develop a concept for mandatory upload of spatial, statistical and meta data to the Land Use Information System LUIS. The purpose is to improve overall data quality in the system to utilize it for administrative decision making and support the sustainability of LUIS and spatial planning projects in Lao PDR. Work Package 3 includes the following tasks:

- Identification and development of minimum data availability standards for land allocation and land use planning in Lao PDR to be compatible with LUIS including criteria for documents, shape files, zones etc.
- Development of a strategy for integrating development projects into the data integration process in LUIS, both organizationally and financially, to ensure the system's long-term financial sustainability.
- Provide inputs for drafting a regulation for mandatory data upload to LUIS

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
Minimum Data Standards Profile: Defined minimum data availability standards and technical criteria (documents, shapefiles, zones) for land allocation/planning in LUIS.	7 months after contract start
Integration & Sustainability Strategy: Strategy for integrating external development projects (organizationally and financially) into LUIS data upload flows finalized.	11 months after contract start
Legal Input for Mandatory Upload: Drafted inputs and regulatory recommendations for the decree/regulation on mandatory data upload to LUIS.	15 months after contract start

The Principles for Digital Development and the principles of the Harvard Negotiation Approach are applied in the three work packages.

In addition to the technical work packages outlined above, the contractor coordinates with the project team, other consultants, and project partners, and actively contributes to the project's Lessons Learned Strategy and Monitoring System.

Period of assignment: from beginning of November 2026 until 30.11.2027.

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 including the presentation and interaction between the relevant actors in the contractor's area of responsibility (1.2.1) and the strategy for establishing cooperation and then cooperation with the relevant actors (1.2.2)

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**.

Further requirements (1.7)

The tenderer is required to describe the application of Principles for Digital Development² and the principles of the Harvard Negotiation Approach as a complementary methodological framework in the three work packages. The Digital Principles ensure the sustainable, safe and user-centric quality of the deliverables. The tenderer outlines how the 9 principles are incorporated into the work packages. The Harvard approach guarantees conflict-free, efficient, and collaborative stakeholder management during the development of the deliverables. The tenderer describes how it is intended to 1) address the interests of relevant stakeholders, 2) develop various options and solutions for mutual benefit, and 3) define and apply objective criteria for selecting suitable solutions, as part of the development of the deliverables.

² <https://digitalprinciples.org/>

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 key expert 1

- 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
- Regular reporting in accordance with deadlines
- Technical implementation of Work Package 1, 2 and 3 in coordination with GIZ

Qualifications of key expert 1

- Education/training (2.2.1): University degree (German 'Diplom'/Master) in Land Management, Geoinformatics, GIS, Geography or a closely related field
- Language (2.2.2): C1 -level language proficiency in English
- General professional experience (2.2.3): 10 years of professional experience in the land sector, forest sector, spatial planning, land administration, or natural resource management
- Specific professional experience (2.2.4): 5 years of experience in the design, optimization, or institutional integration of Land Information Systems (LIS/LIS-SOPs) or digital cadastral systems.
- Leadership/management experience (2.2.5): 3 years of experience as project coordinator for complex institutional advisory processes involving multi-stakeholder coordination.
- Regional experience (2.2.6): 5 years of experience in projects in South-East Asian (region), of which 3 years in projects in Lao PDR (country)
- Development Cooperation (DC) experience (2.2.7): 5 years of experience in working within International Development Cooperation (DC) frameworks (e.g., GIZ, World Bank, KfW, JICA, ADB).
- Other (2.2.8):
 - 2 years of experience in developing financial sustainability strategies, institutional governance models, or data-sharing policies for government platforms or donor-funded projects (5/10).
 - 3 years of experience in developing land use classification standards, land use coding schemas, or data harmonization matrices (e.g., crosswalk tables) (5/10).

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
- Strong analytical and conceptual skills

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 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	1	70	70	Laos

Travel expenses	Quantity	Number per expert	Total	Comments
Per-diem allowance in country of assignment	30	1	30	15 days are calculated for field trips and meetings outside of Vientiane.
Overnight allowance in country of assignment	30	1	30	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.
Transport	Quantity	Number per expert	Total	Comments
International flights	3	1	3	Travel to the place of service delivery Lao PDR
Domestic flights	2	1	2	Flights within the country of assignment during service delivery
CO ₂ compensation for air travel	10	50,00	500,00	A fixed budget of EUR 500,00 is earmarked for settling carbon offsets against evidence.
Travel expenses (train, car) - train - car (Taxi)	3	1	3	Travel within the country of assignment, transfer to/from airport and train station, use of car etc.
Other travel expenses	3	1	1	Visa costs
Other costs	Number	Price	Total	Comments
Flexible remuneration	1	6.3000,00	6.300,00	A budget of EUR 6.300,00 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 GIZ Project Land Management and Decentralized Planning is responsible for logistical arrangements (room reservations, translation, and travel arrangements for participants). The bidder is responsible for content preparation, coordination, and technical implementation of workshops, events and field trips.

The contractor implements the following workshops, events and field trips:

- **Two Provincial Field Trips (WP1 & WP2):** 5 days of fieldwork in two provinces (Sayabouri and Houaphan) each to conduct gender-sensitive stakeholder interviews for process validation (SOPs) and to collect data for the mapping case studies.
- **Process & SOP Workshops (WP1):** A technical kick-off meeting in Vientiane to map the current baseline, followed by local consultation seminars in the provinces (see bullet point above), and a final validation workshop in Vientiane Capital or Vientiane Province to finalize the SOPs.
- **Cross-Sectoral Coding Schema Consultations (WP2):** Three central workshops in Vientiane Capital or Vientiane Province (Requirements Analysis, Technical Review of Case Studies, and a Multi-Stakeholder Consultation including DLAM, DoF, and CSOs) to finalize the uniform schema and its draft regulation.
- **Data Standards & Strategy Events (WP3):** A technical workshop on LUIS minimum data standards, a donor roundtable to integrate external project workflows, and a final Legal Task Force meeting to draft the regulation for mandatory data uploads.

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 in case of field trips or workshops outside of Vientiane capital
- Logistics for workshops as described above.

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. 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.

8. Option

After the services put out to tender have been completed, important elements of these tasks can be continued or extended. Specifically:

Type and scope

The contractor is responsible for providing the following optional services:

- **SOP Evaluation and Refinement:** Monitor the practical application of the developed SOPs during a 6-month testing phase in the pilot provinces. Identify institutional bottlenecks and update the SOPs to ensure full practical feasibility
- **Integrated Piloting and Inter-Ministerial Alignment:** Support the first field application of the new multi-sectoral Land Use Coding Schema in selected districts of Sayabouri and Houaphan to validate its practical feasibility in securing zone-based land tenure for women and ethnic groups. Simultaneously, utilize the field-testing results and evidence to provide technical and process-related advisory to DLAM and DoF during the formal consultation phases, supporting the process until the national regulation for the Coding Schema is ready for endorsement.
- **National Institutional Scaling & Data Mobilization Strategy:** Develop a comprehensive, unified strategy to scale up both the application of SOPs and data uploads to LUIS country wide.

Requirements

Exercising the option will depend on commissioning of a project extension by GIZ's commissioning party. The decision on continuation is expected to be made in the period October 2026. If the option is exercised, it is anticipated that the contract term will be extended to 30.11.2028.

The option will be exercised by means of a contract extension on the basis of the individual approaches already offered.

Quantitative requirements for the optional services

Fee days	Number of experts	Number of days per expert	Total	Comments
Designation of key expert	1	30	30	Laos

Travel expenses	Quantity	Number of days per expert	Total	Comments
Per-diem allowance in country of assignment	21	1	21	10 days are calculated for field trips and meetings outside of Vientiane.
Overnight allowance in country of assignment	21	1	21	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.
Transport	Quantity	Number per expert	Total	Comments
International flights	2	1	2	Travel to the place of service delivery Lao PDR
Domestic flights	2	1	2	Flights within the country of assignment during service delivery
Carbon offsets for flights	8	50,00	400,00	A fixed budget of EUR 400,00 is earmarked for settling carbon offsets against evidence.
Travel expenses (train, car)	2	1	2	Travel within the country of assignment, transfer to/from airport and train station, car etc.
Other travel expenses	4	1	1	Visa costs
Other costs	Quantity	Price	Total	Comments
Flexible remuneration	1	2.950,00	2.950,00	A budget of EUR 2.950,00 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.

Requirements on the format of the tender for the option

Please complete both spreadsheets in the price schedule, i.e. one for the main service and one for the optional service.