

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

Strengthening Iraq's detention aftercare system	Project number/ cost centre: G- 012616-001
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0.	List of abbreviations	2
1.	Context.....	3
2.	Tasks to be performed by the contractor	4
3.	Concept.....	7
	Project management of the contractor (1.6)	8
4.	Personnel concept.....	8
5.	Costing requirements	10
	Assignment of personnel and travel expenses	10
	Sustainability aspects for travel	10
6.	Inputs of GIZ or other actors.....	13
7.	Requirements on the format of the tender	13

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 Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH is a global service provider in the field of international cooperation for sustainable development. As a public-benefit federal enterprise, GIZ supports the German Government and public and private sector clients in around 120 countries in achieving their objectives in international cooperation.

The GIZ project “Stabilisation Support and Violence Prevention in Iraq” (SSVPI), commissioned by the German Federal Foreign Office, supports stabilisation, social cohesion, and violence prevention efforts in Iraq through strengthening institutional capacities, promoting community resilience, and supporting reintegration and rehabilitation processes for vulnerable groups. The new project phase is implemented from 1 June 2026 until 28 February 2028.

As part of its support to the Government of Iraq (GoI), the project contributes to strengthening the national framework for the reintegration and aftercare of released prisoners, including individuals formerly detained in relation to violent extremism-related offences. Iraq continues to face significant challenges related to social reintegration, rehabilitation, and prevention of recidivism among released prisoners. These challenges are compounded by social stigma, limited livelihood opportunities, weak institutional coordination, and insufficient specialised aftercare services.

Building on the achievements of the previous project phase, the project continues to support the operationalisation and implementation of the National Aftercare Strategy adopted by the Ministry of Justice and relevant Iraqi stakeholders. During the previous phase, the project supported the establishment and activation of national coordination mechanisms for aftercare, including the High Committee for Aftercare chaired by the Office of the National Security Advisor (ONSA), as well as the Technical Committee for Aftercare comprising representatives from relevant ministries and state institutions.

The High Committee for Aftercare provides strategic guidance, institutional oversight, and policy-level coordination for the implementation of aftercare measures in Iraq. The Technical Committee for Aftercare supports the process through technical analysis, operational recommendations, identification of capacity gaps, and assessment of rehabilitation and reintegration needs of detainees and released prisoners.

The previous phase also facilitated interministerial coordination meetings, technical discussions, and consultations aimed at strengthening institutional cooperation and clarifying the roles and responsibilities of relevant stakeholders involved in aftercare implementation. Furthermore, the project supported the review of the National Aftercare Strategy and promoted the exchange of international experiences and good practices related to rehabilitation and reintegration approaches.

In light of the continued need to strengthen institutional capacities and coordination mechanisms, the current project phase seeks to further support the implementation of the National Aftercare Strategy through technical assistance, capacity development measures, coordination support, assessments, policy dialogue, and the provision of specialised expertise to relevant Iraqi institutions and stakeholders.

To achieve these objectives, GIZ intends to contract a qualified service provider to support the implementation of project activities related to aftercare and reintegration of released prisoners in Iraq during the period from August 2026 until October 2027. The contractor will work closely with GIZ, ONSA, the Ministry of Justice, and other relevant national stakeholders to support

the implementation of the project activities in line with the project objectives and the national aftercare framework.

2. Tasks to be performed by the contractor

The contractor is responsible for providing the following services in close coordination with GIZ, the Ministry of Justice (MoJ), the Office of the National Security Advisor (ONSA), the Technical Committee for Aftercare, and other relevant stakeholders involved in the implementation of the National Aftercare Policy in Iraq.

The contractor shall support the operationalisation of the National Aftercare Policy through the development of operational tools and procedures, strengthening institutional capacities, supporting coordinated implementation, and facilitating practical testing and refinement of the aftercare system.

The contractor shall contribute to the following objectives:

Objective 1:

Strengthened operational readiness and institutional coordination for the implementation of the National Aftercare Policy.

Objective 2:

Increased capacities and technical expertise of stakeholders involved in the implementation of the aftercare pathway and case management process.

Objective 3:

Improved practical implementation and validation of the aftercare system through mentored application, learning, and refinement of operational tools and procedures.

The outputs and deliverables for each objective are described below.

Objective 1:

Strengthened operational readiness and institutional coordination for the implementation of the National Aftercare Policy

- Conduct an inception and operational planning process in coordination with GIZ, the Ministry of Justice, ONSA, and the Technical Committee for Aftercare to agree on the detailed workplan, implementation approach, target governorates and institutions, participant profiles, case selection criteria, and approval mechanisms for the operational tools.
- Develop a comprehensive operational package required for the implementation of the four stages of the National Aftercare Policy, including Standard Operating Procedures (SOPs), forms, templates, referral tools, case management documents, and key performance indicators (KPIs).
- Facilitate two structured Technical Committee working sessions of two days in-person, to review, validate, and revise the developed SOPs, templates, KPIs, and operational tools.

- Document the outcomes, recommendations, and agreed revisions resulting from each Technical Committee working session.
- Ensure regular coordination and communication with GIZ and relevant government stakeholders throughout the implementation period, including progress updates, documentation of decisions, and follow-up on agreed action points.
- Facilitate 5 in person coordination meetings with relevant stakeholders including thematic preparation of the meetings and follow up with read outs and formulation of next steps

Objective 2:

Increased capacities and technical expertise of stakeholders involved in the implementation of the aftercare pathway and case management process

- Conduct capacity-building needs assessment for stakeholders involved in implementing the aftercare pathway at national and governorate levels.
- Develop practical and context-specific training materials and guidance packages related to the implementation of the National Aftercare Policy and operational tools.
- Develop pre- and post-training assessment tools, evaluation forms, and short training reports for all training activities.
- Deliver four in-person practical training workshops in Baghdad for relevant stakeholders. Each training workshop shall target approximately 20–25 participants in total. The trainings shall include:
 - Four days training for operational actors responsible for applying the aftercare pathway in selected governorates.
 - One day dedicated training workshop for prison and correctional staff, focusing on pre-release preparation, assessment, case planning, documentation, and handover procedures.
 - One day dedicated training workshop for governorate-level actors and service providers involved in reintegration, referral mechanisms, case management, and aftercare service delivery.
- Ensure active participation and practical engagement of participants through case studies, simulation exercises, and operational scenarios relevant to the Iraqi context.
- Facilitate one study visit outside of Iraq exchange experiences and learn about regional good practices, institutional coordination mechanisms

Objective 3:

Improved practical implementation and validation of the aftercare system through mentored application, learning, and refinement of operational tools and procedures

- Provide structured mentoring and technical support for the practical implementation of the aftercare pathway through the application of the operational tools to 40 prisoners cases in total selected by the governmental stakeholder in two Iraqi governorates in coordination with the Technical Committee and relevant authorities.
- Support the implementation actors in applying the aftercare process across the four operational stages, including (pre-release planning, handover and referral, service follow-up and reintegration support, case review and closure procedures).
- Prepare anonymized and protection-sensitive mentoring notes and observations documenting implementation challenges, operational bottlenecks, coordination gaps, and lessons learned during the mentored implementation process.
- Facilitate a structured learning review workshop for two days with the Technical Committee and implementation actors to assess the effectiveness, practicality, and

usability of the developed SOPs, templates, and operational tools. Targeting approximately 20–25 participants in total.

- Organize 1 final event for one day including stakeholders, government officials, to present the results of during the project period and the outlines of the aftercare project. Targeting approximately 40–50 participants in total.
- Organize and facilitate one international study visit for selected representatives from relevant Iraqi institutions and members of the Committee for Aftercare to either the Kingdom of Saudi Arabia or the Kingdom of Morocco to exchange experiences and learn about regional good practices, institutional coordination mechanisms, rehabilitation approaches, reintegration services, and aftercare implementation models related to released prisoners. The contractor shall coordinate with relevant host institutions, prepare the agenda and briefing materials, facilitate technical meetings and field visits, document key lessons learned, and provide recommendations relevant to the Iraqi context for strengthening the implementation of the National Aftercare Policy in Iraq.

The tenderer is also expected to:

- Produce regular reports by using GIZ format (max. 3-5 pages in English) depending on the tasks that mentioned in the sections above, the timeframe of the report will agree during the implementation.
- Produce a final project report (25-30 pages in English), submitted no later than 31.10.2027
- Conduct monthly meeting (Jour Fixe) online with SSVPI team for exchange, capturing the dynamics of the implemented sessions with the targeted groups, main takeaways, challenges, reflections, and recommendations.
- The contractor shall submit all reports, tools, templates, and deliverables in English. Arabic translations may be requested for selected materials subject to agreement with GIZ.
- The contractor shall ensure that all activities are implemented in line with GIZ standards, conflict-sensitive approaches, protection principles, confidentiality requirements, and the relevant legal and institutional frameworks in Iraq.

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
Support the Technical Committee of aftercare in developing and validating the SOPs, forms, templates and key performance indicators (KPIs) required to implement the aftercare process.	14 weeks after contract award/Online
Needs assessment regarding the capacity and knowledge of the relevant governmental stakeholders is finalized	18 weeks after contract award/Baghdad
Training materials are developed depending on the needs assessment relevant for the implementation of the aftercare strategy including pre and post-tests and reports	20 weeks after contract award/Baghdad
Implementation of the SOPs, forms, templates and key performance indicators (KPIs)	22 weeks after contract award/Baghdad
Facilitate one study visit outside of Iraq exchange experiences and learn about regional	32 weeks after contract award/Online

good practices, institutional coordination mechanisms	
Provide 4 in person trainings in Baghdad for relevant stakeholders involved in the implementation of the aftercare strategy including (pre-post-test, analysis and report)	34 weeks after contract award/Baghdad
5 coordination meetings facilitated with the aftercare committee	58 weeks after contract award/Baghdad
Translating the aftercare framework into practical (selecting a governorate and group of detainees as a part of implementation) to ensure that the framework is used by GoI	58 weeks after contract award/Online
Final event	58 weeks after contract award / Baghdad
Final Report	68 weeks after contract award / online

Period of assignment: from September 2026 until end of December 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.**

The technical-methodological concept serves as a blueprint for how the contractor will approach their responsibilities, ensuring that all tasks are executed effectively and in line with

the goals set forth by GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit). Here are the primary elements of this concept:

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 (1.6.1).

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 months) and locations of the individual members of the team complete with the allocation of work steps as set out in the schedule (1.6.2).

The tenderer is required to describe its backstopping concept (1.6.3). The following services are part of the standard backstopping package, which (like ancillary personnel costs) must be factored into the fee schedules of the staff listed in the tender in accordance with Section 3.3.1 of the GIZ AVB:

- Service-delivery control
- Managing adaptations to changing conditions
- Ensuring the flow of information between the tenderer and GIZ
- Assuming personnel responsibility for the contractor's experts
- Process-oriented steering for implementation of the commission
- Securing the administrative conclusion of the project

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

Tasks of the team leader

- Overall responsibility for the advisory packages of the contractor (quality and deadlines)
- Coordination and communication with GIZ, and where needed 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.

Qualifications of the team leader

- Education/training (2.1.1): university degree (German 'Diplom'/Master) in social or political sciences;

- Language (2.1.2): C1-level language proficiency in English.
- General professional experience (2.1.3): 7 years of professional experience in the development sector
- Specific professional experience (2.1.4): 2 years in policy and strategy writing and implementing.
- Leadership/management experience (2.1.5): 5 years of management/leadership experience as project team leader or manager in a company

Soft Skills

- Teamwork and collaboration
- Initiative and problem-solving
- Strong communication skills
- Cultural sensitivity
- Good understanding of the local context

Backstopping Concept

- Service delivery control
- Adaptation to changing conditions
- Information flow management with GIZ

Compliance with Requirements

- Ensure all personnel meet the qualifications outlined in the terms of reference.

Pool of expertise (between 3 and 5 experts)

Tasks of the pool of expertise

- Carry out an assessment in the form of literature review, desk study and key informant interviews to analyse barriers, gaps and entry points for the implementation of the existing aftercare strategy, taking into consideration the local context and international best practices
- Liaison with MoJ and the relevant ministries and governmental entity who are working in the field of justice and especially the aftercare for the released prisoners. This will involve developing a detailed plan for the project and meeting with key stakeholders to discuss the plan and secure their commitment.
- Presenting the assessment to stakeholders during in person kick-off workshop
- Facilitate the coordination meetings with relevant stakeholders including thematic preparation of the meetings and follow up with read outs and formulation of next steps.
- Creating and moderating a suitable communication channel between the participants of the coordination meeting participants
- Develop jointly with the aftercare steering committee a strategic framework that outlines clear objectives, actions, and timelines for the implementation of the aftercare strategy.
- Contribute to the monitoring as well as regular reporting to GIZ SSVPI
- Identify the relevant stakeholders to assess their capacity and knowledge in terms of aftercare the released prisoners
- Carry out needs assessment of training needs required to implement the aftercare strategy for the relevant stakeholders
- Develop training materials depending on the needs assessment relevant for the implementation of the aftercare strategy including pre and post-tests and reports

- Provide trainings in Baghdad for relevant stakeholders involved in the implementation of the aftercare strategy
- Developing and applying impact evaluation tool and mechanism to assess and evaluate the knowledge and coordination increment of GoI stakeholders.
- Support the Team Leader in the development of Activity Reports and Final Reports, including other reporting required by GIZ.

Qualifications of the short-term expert pool

- Education/training (2.6.1): all the experts with university qualification (Bachelor) in law, political sciences, or a relevant field
- Language (2.6.2): all the experts with C1-level language proficiency in English.
- General professional experience (2.6.3): all the experts with 7 years of professional experience in the field of rehabilitation and reintegration of (released) prisoners, 5 years experience in capacity development including moderation and facilitation of workshops and strategy writing.
- Specific professional experience (2.6.4): all fields have to be covered by the expert pool cumulatively (it is not required that each expert covers all the fields):
 - 7 years' experience in advising and leading governmental authorities in setting up rehabilitation and reintegration policies for released prisoners (4 out 10 points)
 - 7 years' experience in the area of strategy and policy writing and implementation in the area of justice reform (3 out 10 points)
 - 7 years' experience in the area of capacity development including moderation and facilitation of workshops especially on topics related to justice reform (3 out 10 points)

5. Costing requirements

Assignment of personnel and travel expenses

Per-diem and overnight accommodation 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 at <https://www.bundesfinanzministerium.de>).

Accommodation costs which exceed this up to a reasonable amount and the cost of flights and other main forms of transport 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 would like 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.

If they cannot be avoided, CO₂ emissions caused by air travel should 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 TL/key expert/short-term expert pool	1	60	60	40 of 60 days are on site in Iraq/Baghdad
Designation of Key Expert 1	Pool	159 for the whole pool of experts, to be allocated in coordination with the project.	159	80 of 159 days are on site in Iraq/Baghdad
Travel expenses	Quantity	Number per expert	Total	Comments
Per-diem allowance in country of assignment If an on-site assignment takes place over the weekend, per diem allowances for weekends can be reimbursed between the fee days.	Pool and TL	120 days for the whole pool of experts and TL	120	Baghdad, Iraq
Overnight allowance in country of assignment If an on-site assignment takes place over the weekend, overnight allowances for weekends can be reimbursed between the fee days.	Pool and TL	120 days for the whole pool of experts and TL	120	Baghdad, Iraq

Transport	Quantity	Number per expert	Total	Comments
International flights to Iraq	2 ways flight	21 return flights for the pool of experts and TL	21 return flights	Travel to the place of service delivery (Baghdad, Iraq)
CO₂ compensation for air travel <i>Link to working aid and table for determining the budget and Guidance for GIZ service providers on avoiding, reducing and offsetting GHG emissions on setting the budget.</i>	3	14	42	A fixed budget of EUR 2100 is earmarked for settling carbon offsets against evidence.
Other travel expenses	1	21 visa on arrival for the whole expert pool and TL	21	e.g. visa costs
Other costs	Number	Price	Total	Comments
Flexible remuneration <i>Please calculate a number corresponding to approximately 10% of the contract value and specify this amount in the specification of inputs.</i> <i>In accordance with Section 3.3.5.7 AVB, when the flexible remuneration item is used, the contractually agreed amounts may be exceeded up to the amount of this budget item. This can be used only for cost items specified in the original agreement.</i> <i>The contractually agreed individual rates (e.g. amount of air travel expenses) and type of settlement (against evidence or flat rate) may not be changed.</i>	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.

6. Inputs of GIZ or other actors

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

- The contractor is required to oblige to GIZ Iraq's security protocols and procedures as laid out by the Risk Management Office Iraq during in-person visits to Iraq. This includes among others, restrictions on movements and visits, provisions on overnight stays in only listed hotels, and participation in the mandatory security briefing prior to arrival in Iraq.
- GIZ will arrange for the contractor access and transportation to the International Zone in Baghdad with project vehicles where necessary for the fulfilment of the above mentioned tasks.
- Transportation on site with own project vehicle
- Logistics for workshops: GIZ will provide the logistics (venue, transportation, catering) for workshops / meetings in Baghdad, Iraq.

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.