

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

CONFIDENTIAL

Comparative Analysis of Private Sector Engagement and Financing Project number: Pathways for Climate Information and Early Warning Systems (CIEWS) and Their Application to GCF Project Development **V000020**

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List of abbreviations

AE	Accredited Entity
AVB	General Terms and Conditions of Contracts for Supplying Services and Work
BMZ	Federal Ministry for Economic Cooperation and Development
BMUKN	Federal Ministry for the Environment, Nature Conservation, Climate & Nuclear Safety
CIEWS	Climate Information and Early Warning System
CV	Curriculum Vitae
EU	European Union
GCF	Green Climate Fund
GHG	Greenhouse Gas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
MHEWS	Multi-Hazard Early Warning System
NDA	National Designated Authority
NMHS	National Meteorological and Hydrological Service
ToR	Terms of Reference

1. Context

1.1 Overall context

The Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ) is a federal enterprise supporting the German Government in promoting international cooperation for sustainable development and international education work. The registered offices of GIZ are in Bonn and Eschborn. In Germany, GIZ's main clients are the Federal Ministry for Economic Cooperation and Development (BMZ) and the Federal Ministry for the Environment, Climate Action, Nature Conservation and Nuclear Safety (BMUKN) along with several other German Government agencies. GIZ's international clients include the European Union (EU), bilateral and private sector donors, and multilateral development finance institutions including the Green Climate Fund (GCF).

The GCF Board accredited GIZ as an International Accredited Entity (AE) in 2016 and approved its re-accreditation for a second term of five years in 2023, enabling GIZ to continue developing and implementing GCF-approved projects/programmes in close coordination with national designated authorities (NDAs), commissioning parties, and partners. GIZ is currently expanding its GCF project portfolio and sourcing new ideas, including Climate Information and Early Warning System (CIEWS) projects.

1.2 CIEWS-related context

Climate information and early warning systems (CIEWS) are a central component of climate adaptation and disaster risk management. Over the past decade, the GCF has developed into the leading multilateral financier of CIEWS, with investments ranging from meteorological and hydrological observation infrastructure and climate services to impact-based multi-hazard early warning systems (MHEWS) and the use of climate information for investment and financial decisions. In 2026, the GCF Independent Evaluation Unit completed the **first comprehensive evaluation of the Fund's approach to, and portfolio of, CIEWS interventions**. The evaluation recognised the relevance and significant scale of GCF support but concluded that the portfolio remains fragmented and is not yet guided by a sufficiently coherent and systematic portfolio-level approach. It also identified a need for stronger operational guidance, learning and knowledge-sharing, clearer alignment with the CIEWS value chain and international frameworks, and improved measurement of portfolio-wide results.

Although GCF-supported projects have achieved notable results, the evaluation found that a full paradigm shift has not yet been realised across the participating countries. Persistent gaps concern, among other areas, advanced modelling and forecasting capacity, meaningful engagement and co-production with end-users, last-mile communication, cross-border coordination and the effective transition from single-hazard arrangements towards integrated multi-hazard systems. The evaluation also highlighted recurring sustainability challenges, including insufficient alignment of infrastructure and technologies with national institutional and technical capacities, inadequate consideration of full life cycle and operations and maintenance costs, and limited integration of CIEWS investments into durable institutional and financing arrangements. Therefore, it called for more participatory needs assessments, stronger feasibility analysis and more realistic sustainability and exit strategies.

Private sector involvement emerged as a particularly important but insufficiently developed aspect of the portfolio. The evaluation found that, despite frequent references to private sector engagement in project designs, actual involvement remains limited and at an early stage. It distinguished two broad pathways: first, blended-finance structures that mobilise private capital and de-risk investments in commercially relevant CIEWS services; and, second,

public-private engagement across the CIEWS value chain, through which private actors contribute technology, data, communication channels, tailored services or other capabilities within predominantly public and grant-financed systems. Experience to date indicates that such engagement is constrained by the public-good character of many CIEWS functions, limited willingness or capacity to pay, immature markets and value chains, regulatory restrictions, and public-sector concerns regarding data quality, control, accountability and the authority to issue official warnings. At the same time, the evaluation identified potential for private actors to provide tailored climate products, digital and telecommunications services, risk analytics, insurance solutions and climate information for investment decisions, while core public services remain publicly governed and universally accessible.

The evaluation and the GCF Secretariat's management response were considered by the GCF Board at its forty-fourth meeting (B.44) in March 2026. The Board took note of the findings, recommendations and management response and requested subsequent reporting on management actions. The Secretariat confirmed that the evaluation broadly reflects lessons from GCF programming and indicated that its findings would **inform future operational approaches and the preparation of the Updated Strategic Plan for the GCF 2028-2031**. The response emphasised country-driven and nationally embedded CIEWS investments while also referring to the mobilisation of additional finance, consideration of different financial instruments, strengthened partnerships and improved sustainability.

GIZ currently has three GCF-supported CIEWS projects that are approved or under development. **Building on this experience, GIZ intends to develop a next generation of CIEWS projects for the GCF-3 programming period.** These future projects should reflect the evaluation's findings and the related deliberations at B.44, including stronger value-chain analysis, sustainability planning, user orientation, private sector engagement and integration of CIEWS into wider adaptation and investment processes.

Against this backdrop, the present assignment will provide a structured, evidence-based assessment of pathways through which private sector actors, capabilities and finance can contribute more effectively across the CIEWS value chain. Drawing on relevant literature, international practice, case studies and selected expert consultations, the analysis will compare different engagement and financing models, their enabling conditions, limitations and suitability in varying institutional and market contexts. It will then translate these findings into practical entry points for GIZ in its role as a GCF Accredited Entity, taking account of its accreditation scope and distinguishing between options that GIZ can pursue directly and those requiring co-financing arrangements or partnerships with institutions offering complementary lending, guarantee, equity or other risk-sharing capabilities.

2. Tasks to be performed by the contractor

2.2 Objectives

The overall objective of the assignment is to identify and assess **viable, GCF-aligned pathways for strengthening private sector participation in CIEWS projects** and to translate these into **actionable options for the development of GIZ's GCF project pipeline**, taking into account the public-good character of CIEWS, GIZ's accreditation scope and opportunities for partnerships with institutions offering complementary financial capabilities.

Specifically:

- **Analyse private sector roles, barriers and enabling conditions across the CIEWS value chain** and in climate- and weather-sensitive economic sectors, drawing on the

GCF CIEWS evaluation, relevant GCF projects and wider international experience, and distinguishing between core public functions, private service provision, commercial applications, potential customer segments and opportunities for private investment.

- **Identify and comparatively assess private sector engagement and financing pathways** for CIEWS projects, including public-private partnerships, technology and data partnerships, telecommunications services, risk analytics, insurance solutions, co-financing and blended-finance approaches, considering their feasibility, sustainability, inclusiveness and alignment with GCF requirements.
- **Develop practical recommendations and entry points for GIZ as an Accredited Entity**, including suitable roles for GIZ and partner institutions, implications for project design and implementation arrangements, and concrete options that could be integrated into GIZ's next generation of CIEWS projects under GCF-3.

2.3 Tasks

The contractor is responsible for providing the work described below.

Tasks	Activities
Task 1: Inception and analytical framework	• Conduct a kick-off call with GIZ. • Prepare an inception report setting out the proposed methodology, analytical framework, research questions, document review approach, interview plan and workplan. • Develop an annotated outline of the study report.
Task 2: Comparative assessment of private sector engagement and financing pathways for CIEWS <i>(AE-agnostic)</i>	• Evidence and document review: Review relevant evaluations, academic and grey literature, technical guidance, project documentation and previous research on private sector participation in CIEWS and related fields. • Mapping of private sector roles across the CIEWS value chain: Distinguish between core public and public-good functions, privately supplied inputs and services, commercially applicable climate information and services, opportunities for private investment and financing, and hybrid public-private delivery arrangements. • Market opportunities and demand for CIEWS products and services: Identify and map sectors, sub-sectors, customer groups, and operational use cases for which tailored climate information, weather forecasts, and early warning services could generate measurable economic value. • International practice and case studies: Identify and assess selected examples involving, inter alia, technology and data providers, telecommunications companies, climate service providers, financial institutions, insurers, risk analytics providers and other relevant private actors. • Expert consultations: Conduct a limited number of semi-structured interviews with selected key informants, such as representatives of the GCF, WMO, national meteorological and hydrological services (NMHS), multilateral institutions, private companies and other organisations with relevant expertise. • Development of a pathway typology: Categorise the identified engagement models, including public-private partnerships, contractual service arrangements, technology and data partnerships, telecommunications-based dissemination, tailored commercial services, insurance and risk-transfer solutions, co-financing and blended-finance models. • Comparative assessment: Assess the identified pathways against clearly defined criteria, including: ○ relevance to different parts of the CIEWS value chain; ○ alignment with international frameworks and initiatives (e.g., WMO, Early Warnings for All, Systematic Observation Financing Facility) ○ feasibility under different institutional and market conditions; ○ potential revenue and financing models; ○ required public-sector functions and enabling conditions; ○ institutional and financial sustainability; ○ accessibility, affordability and inclusion of vulnerable and last-mile users; ○ scalability and replicability;

	○ risks related to data governance, service quality and accountability; and ○ compatibility with the public-good character of essential CIEWS functions. ● Identify the circumstances under which each pathway is likely to be suitable, as well as its main limitations, risks and prerequisites.
Task 3: GIZ-specific applicability and entry-point analysis for GCF project development <i>(AE-specific)</i>	● Apply the findings of Task 1 to GIZ's role as a GCF Accredited Entity and assess how the identified pathways could be incorporated into GIZ-developed CIEWS projects. ● Identify concrete entry points and project design options for GIZ, considering: ○ GIZ's accreditation scope and fiduciary capacities; ○ cooperation with development finance institutions or other partners offering complementary lending, guarantee, equity or risk-sharing capabilities; ○ implications for project design, financing structures, governance and implementation arrangements; ○ applicability to single-country vs. multi-country settings; and ○ alignment with relevant GCF policies, investment criteria and programming priorities, including the degree of innovation of the identified pathways.
Task 4: Presentation and finalisation of the work	● Present the draft findings, comparative assessment and proposed recommendations to GIZ in a dedicated virtual meeting. The presentation shall clearly highlight the principal private sector engagement pathways identified, their respective opportunities and limitations, and the proposed entry points for GIZ as a GCF Accredited Entity. ● Discuss the findings and recommendations with relevant GIZ representatives and clarify any questions or issues raised. ● Revise and finalise the study based on GIZ's consolidated feedback, ensuring consistency across the analysis, conclusions, and recommendations.

- The contractor is responsible for selecting, preparing, training, and steering all short and long-term experts assigned to perform the advisory tasks.
- The contractor provides equipment and supplies (consumables) and assumes the associated operating and administrative costs.
- The contractor manages costs and expenditures, accounting processes, and invoicing in line with the requirements of GIZ.
- The contractor reports regularly to GIZ in accordance with the current General Terms and Conditions of Contracts for Supplying Services and Work (AVB) of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

If a work is divided into multiple partial works, specific criteria for achieving the partial objectives must be defined. Only once the partial objectives are achieved will the partial work be accepted and the payment made.

2.4 Expected approach

The assignment shall be conducted as a desk-based analysis, drawing on relevant evaluations, academic and grey literature, technical guidance, project documentation, international case studies and selected key-informant interviews. The contractor shall apply a systematic and evidence-based approach and triangulate findings from different sources. The

reports shall clearly distinguish between documented evidence, findings derived from stakeholder consultations and the contractor's own analysis and recommendations.

The contractor shall work in close collaboration and coordination with the designated GIZ representative(s) throughout the assignment. The detailed methodology, analytical framework, selection of case studies, assessment criteria and indicative list of interviewees shall be agreed during the inception phase. The contractor shall nevertheless retain responsibility for the technical quality, independence, and completeness of the analysis.

Selected semi-structured interviews shall complement, rather than replace, the document review process. Interviewees shall be selected based on their relevance to the assignment and may include representatives of international organisations, national meteorological and hydrological services, development finance institutions, private companies and other knowledgeable institutions. The contractor shall coordinate requests for interviews with GIZ and comply with applicable confidentiality and data-protection requirements. Statements obtained through interviews shall not be attributed to individual respondents without their prior consent.

The deliverables shall be developed iteratively. GIZ shall be given the opportunity to comment on the inception report and draft reports, and the contractor shall adequately address consolidated feedback. Regular virtual check-in calls shall be held to discuss progress, emerging findings, access to relevant information and any adjustments required to the workplan. The approach shall remain sufficiently flexible to incorporate relevant evidence or stakeholder perspectives identified during implementation without changing the agreed objectives and scope of the assignment.

The comparative study under **Task 1 shall provide a broad assessment** based on international experience and shall not be limited by GIZ's accreditation scope or GCF-specific procedural requirements. The concise report and presentation under **Task 2 shall subsequently apply these findings to GIZ's role as a GCF Accredited Entity**. The reports and presentation shall be treated as internal working documents unless otherwise agreed by GIZ.

All deliverables shall be analytical, clearly structured and practically oriented. Sources shall be transparently referenced, limitations and evidence gaps shall be stated, and recommendations shall be proportionate to the available evidence.

Use of artificial intelligence: The contractor may use AI-supported tools only in a transparent, responsible and proportionate manner. Any material use of generative AI in preparing the deliverables shall be disclosed to GIZ. All AI-generated or AI-assisted content shall be subject to strict review and verification by appropriately qualified human experts, who remain fully responsible for its accuracy, completeness, source integrity and compliance with confidentiality, data-protection, intellectual-property and other applicable requirements. The contractor shall ensure adequate AI literacy among the personnel using such tools and shall not enter personal, confidential or otherwise protected information into AI systems unless expressly authorised and subject to appropriate safeguards. This approach reflects the EU AI Act's principles concerning transparency, human oversight and AI literacy.

2.5 Deliverables

Task	Milestones/partial works	Deadline/place/person responsible	Criteria for acceptance
Task 1: Inception and analytical framework	M.0.1: Inception report, incl. proposed methodology, analytical framework, research questions, document review approach, interview plan and workplan	2 nd week from contract commencement	Completeness confirmed and content accepted by GIZ
	M.0.2: Annotated outlines of both reports (see Tasks 1 and 2)	4 th week from contract commencement	Completeness confirmed and content accepted by GIZ
Task 2: Comparative assessment of private sector engagement and financing pathways for CIEWS	M.1.1: Draft comparative study report on private sector engagement, and financing pathways for CIEWS	3 rd month from contract commencement	Completeness confirmed and content accepted by GIZ
Task 3: GIZ-specific applicability and entry-point analysis for GCF project development	M.2.1: Draft report on GIZ-specific applicability and entry-points for GCF project development	4 th month from contract commencement	Completeness confirmed and content accepted by GIZ
Task 4: Presentation and finalisation of the work	M.3.1: PowerPoint presentation on the key findings of the comparative study and GIZ-specific applicability and entry-point analysis	5 th month from contract commencement	Completeness confirmed and content accepted by GIZ
	M.3.2: Final comparative study report on private sector engagement, and financing pathways for CIEWS	6 th month from contract commencement	Completeness confirmed and content accepted by GIZ
	M.3.3: Final report on GIZ-specific applicability, and entry-points for GCF project development	6 th month from contract commencement	Completeness confirmed and content accepted by GIZ

2.6 Contract term

The assignment shall be carried out **from 01 October 2026 until 31 March 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.

3.1 Technical-methodological concept (50%)

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) **(15%)**. 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) **(15%)**.

The tenderer is required to present the actors relevant for the services for which it is responsible and describe the **cooperation** (1.2.1 **(5%)** and 1.2.2 **(5%)**) with them.

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 (1.4.1) **(2%)** 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.

Project management of the contractor (1.6.1 **(5%)** and 1.6.2 **(3%)**): 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 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
- Ensuring compliance with reporting requirements
- Providing specialist support for the on-site team by staff at company headquarters
- Sharing the lessons learned by the contractor and leveraging the value of lessons learned on site.

4. Personnel concept (50%)

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

4.1 Short-term experts pool with international expertise

Short-term expert pool with minimum 1, maximum 3 members. The expert pool shall collectively cover the following three areas of expertise:

- Climate information and early warning systems, including in-depth knowledge of the institutional and operational functioning of national meteorological and hydrological services;
- Private sector engagement, market and financing models; and
- GCF project development.

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 tender) for the assessment.

Tasks of the short-term expert pool

- Develop the analytical framework
- Participate in virtual check-in meetings
- Conduct the comparative assessment of private sector engagement and financing pathways for CIEWS
- Conduct the GIZ-specific applicability and entry-point analysis for GCF project development
- Present and finalise all deliverables

Qualifications

- Education/training (2.6.1) (2%):
 - All experts hold an advanced university degree (Master's degree or equivalent) in meteorology, hydrology, climate science, disaster risk management, economics, finance, business administration, public policy, environmental studies or another field directly relevant to their proposed role.
- Language (2.6.2) (3%):
 - All experts have excellent language skills in English at C1 level.
- General professional experience (2.6.3) (5%):
 - All experts have seven years of professional experience in fields relevant to their proposed role in the assignment, including CIEWS, climate services, disaster risk management, private sector development, finance or GCF project development.
- Specific professional experience (2.6.4) (35%):
 - *CIEWS and NMHS expertise*
 - One expert with seven years of professional experience in the assessment, design or implementation of end-to-end CIEWS. (9/35)
 - One expert with seven years of experience working with or advising NMHS, including their institutional or operational strengthening. (6/35)
 - *Private sector engagement, market and financing models expertise*
 - One expert with seven years of professional experience in private sector engagement, market mapping, business model analysis or public-private cooperation, including the assessment of market demand, commercial

applications, revenue models, private investment or blended-finance approaches in climate-related services or infrastructure. (10/35)

- *GCF expertise*
 - One expert with demonstrated knowledge of GCF policies, procedures and project-cycle requirements, evidenced through substantive contributions to two GCF project development processes, including funding proposals, feasibility studies or related annexes. (10/35)
- Regional experience (2.6.5) (3%):
 - One expert has professional experience in three developing countries and/or emerging economies.
- Development cooperation experience (2.6.6) (2%):
 - One expert has five years of professional experience in international cooperation or development cooperation.

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

5. Costing requirements

5.1 Assignment of personnel and travel expenses – not applicable for the contract

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 2025 \(GERMAN ONLY\)](#)).

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.

5.2 Sustainability aspects for travel

GIZ has undertaken an obligation to reduce greenhouse gas (GHG) 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.

5.3 Contracts for works

The following basic calculations for the contract for works are a reference value based on the acceptance criteria for each partial work/milestone specified in Chapter 2 (Tasks to be performed by the contractor).

Since the contract to be concluded is a contract for works, we would ask you to offer your services at a lump sum price.

In addition, the assessment of the financial bid is also based on the underlying daily rate. Please also provide the underlying daily rate. A breakdown of days is not required.

Milestones/partial works	Estimated expert days for orientation	Deadline/place/person responsible
M.1.1: Inception report, incl. proposed methodology, analytical framework, research questions, document review approach, interview plan and workplan	2 expert days	2 nd week from contract commencement
M.1.2: Annotated outlines of both reports (see Tasks 1 and 2)	2 expert days	4 th week from contract commencement
M.2.1: Draft comparative study report on private sector engagement and financing pathways for CIEWS	25 expert days	3 rd month from contract commencement
M.3.1: Draft report on GIZ-specific applicability and entry-points for GCF project development	7 expert days	4 th month from contract commencement
M.4.1: PowerPoint presentation on the key findings of the comparative study and GIZ-specific applicability and entry-point analysis	2 expert days	5 th month from contract commencement
M.4.2: Final comparative study report on private sector engagement and financing pathways for CIEWS	4 expert days	6 th month from contract commencement
M.4.3: Final report on GIZ-specific applicability and entry-	2 expert days	6 th month from contract commencement

points for GCF project development		
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6. Inputs of GIZ or other actors

GIZ is expected to provide the following inputs:

- Relevant background documents, including available GIZ CIEWS project documentation, and information on GIZ's GCF accreditation scope.
- A designated focal point for coordination, review and consolidation of GIZ feedback.
- Participation in the kick-off call, agreed virtual check-in meetings, and the presentation and discussion of draft findings.
- Where feasible, support in identifying and facilitating contact with selected key informants. The contractor remains responsible for organising and conducting the interviews.
- Consolidated comments on draft deliverables within an agreed review period.

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.**

The complete tender **must not exceed 15 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 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 projects and for how long. **The CVs must be submitted in English.**

As the contract to be concluded is a contract for works, please offer a fixed lump sum price that covers all relevant costs (fees, travel expenses etc.). The price bid will be evaluated on the basis of the specified lump sum price. In addition, please also provide the underlying daily rate. A breakdown of days is not required.