

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

CONFIDENTIAL

Survey on Demand for Digital Services in Germany	Project cost G-011454-007 (50%)	number/centre:
	G-018107-001 (50%)	
	Tender number 10028658	

0.	List of abbreviations	2
1.	Context.....	3
2.	Tasks to be performed by the contractor	4
3.	Concept.....	7
	Technical-methodological concept	7
	Project management of the contractor (1.6)	8
	Further requirements (1.7).....	8
4.	Personnel concept.....	8
	Team leader	9
	Key expert 1- IT SME Engagement Lead	9
	Key expert 2- IT Outsourcing Market Researcher.....	10
	Key expert 3- Cross-Border GBS Ecosystem Expert.....	10
5.	Costing requirements	11
	Assignment of personnel and travel expenses	11
	Sustainability aspects for travel	11
	Workshops, events and trainings.....	12
6.	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
BPOAK	Business Process Outsourcing Association of Kenya
FK	Expert
FKT	Expert days
GBS	Global Business Services
KZFK	Short-term expert
OAK	Outsourcing Association of Kenya
ToRs	Terms of reference

1. Context

1.1 Brief Information about the project

The digital services sector in Africa has grown significantly in recent years, with emerging tech ecosystems in countries such as Ghana, Kenya, Nigeria, Rwanda, and South Africa producing skilled professionals and innovative companies. African providers increasingly offer competitive services in areas such as software development, data services, AI solutions, business process outsourcing (BPO), and digital content production.

At the same time, German companies face growing shortages of digital talent and pressure to innovate in terms of AI and digitalisation and additionally rising costs for IT services, leading many firms to explore outsourcing and international partnerships. Furthermore, while large German corporations routinely establish global delivery centres, German IT SMEs face distinct talent shortages but operate under unique regulatory, linguistic, and structural constraints.

In addition, the lack of structured information about demand in Germany including an understanding of which range of services German companies would consider sourcing internationally; make it challenging for less established regions like Africa to serve as a sourcing destination for digital services.

Therefore, leveraging structural insights from existing German African tech corridors, consultancy service will therefore conduct a structured demand survey among German companies to identify opportunities and practical strategies for increasing digital services trade between Germany and African countries with a focus on Ghana and Kenya. The survey also aims to provide Ghanaian and Kenyan IT service providers with clear intelligence on required tech stacks, compliance expectations, service delivery models, and commercial entry points to effectively capture German market share.

Ghana and Kenya are both emerging destinations on the continent for digital service delivery, and the survey will seek to focus on these two markets as the potential beneficiaries of digital services from Germany.

1.2 Background

GIZ: Special Initiative ‘Decent Work for a Just Transition’- Ghana

The Special Initiative ‘Decent Work for a Just Transition’ (brand name: Invest for Jobs) is an initiative of the German Federal Ministry for Economic Cooperation and Development (BMZ), with the mandate to contribute to solving the problem of unemployment and underemployment, in Ghana and 7 other African countries, by improving economic conditions and supporting sustainable investments that lead to more employment.

Therefore, Invest and Jobs, works in partnership with African and European private sector organisations to remove investment barriers to investment, thus enabling the eventual business growth and job creation. These barriers include lacking infrastructure (water, electricity, streets, etc.), lacking local financing possibilities, poor compliance with quality and sustainability standards, lacking contacts to local partners or a lack of skilled and qualified personnel.

Invest for Jobs has placed emphasis on promoting Ghanaian IT talent to demand in Europe as this approach it has been identified by the project as a goldmine where job creation is

concerned. Thus, by employing the unique advantages of its position to influence public and private sector dialogues, as well as support ecosystem changes, Invest for Jobs can support the growth of the Global Business Services (GBS) sector in Ghana.

Digital Transformation Center- Kenya

The Digital Transformation Centre (DTC) Kenya Phase II has been commissioned from January 2026 to December 2029 as a follow up to the initial phase (2022-2025).

The DTC Phase II is commissioned under a Multi-Party Cooperation Agreement between GIZ, ESTDEV and EF. The DTC Phase II has the overall objective to contribute to a more inclusive and greener Kenya by (i) expanding the Digital Economy, and (ii) Digital governance for a human-centred and sustainable digital transformation strengthened.

This phase seeks to implement activities that leverage private sector cooperation and ecosystem support to create jobs in Kenya's GBS sector.

2. Tasks to be performed by the contractor

The objective of the study is to assess demand in Germany for digital services provided by African companies with a focus on Ghana and Kenya as target African supply-side markets.

From the perspective of the German side, the study will seek to:

- Identify current outsourcing demand for digital services among German companies
- Assess awareness and perception of African service providers by German companies
- Identify barriers to market entry for African service providers
- Determine key sectors and services in the German IT market with high potential for external service delivery e.g. by African service providers.
- Provide an understanding of the technical requirements of delivering IT services to the German market.
- Provide an understanding of the context beyond the technical requirements e.g. who are the customers solutions are targeting; how does this context affect the service input that is required.
- Assess and provide recommendations for the systems that Ghanaian and Kenyan companies need to adjust to adequately provide services to the German IT market.

From the perspective of the Ghanaian and Kenyan side, the study will seek to:

- Identify the current approach by Ghanaian and Kenyan IT companies serving, the German market, with an assessment of the key factors utilised for sustainability and scale.
- Advise on a framework for selected IT and ITO companies in Ghana and Kenya to incorporate into their strategy for sourcing German IT clients. This includes including integration of systems, adjustment of technical delivery options, practical adjustments required in business development, delivery assurance, quality standards, data protection/GDPR alignment, cybersecurity, German/EU client communication, language capacity, pricing, contracting and after-sales support.

- Identify demand-led skilling implications for Ghana and Kenya, including priority technical stacks, soft skills, German-language or intercultural capabilities, compliance skills, and inclusive skilling pathways for youth, women and persons with disabilities.
- Identify potential entry points for B2B pilots, business agreements, between German/EU companies and Ghanaian and Kenyan service providers

Therefore, the contractor is responsible for providing the following services:

Task 1: Inception, and Program Design

- Define the target segment parameters within the German IT SME landscape
- Define a parallel supply-side segmentation for Ghanaian and Kenyan providers, distinguishing IT services AI/data services, cloud/DevOps, cybersecurity, QA/testing, digital content, and other GBS service lines relevant to German demand.
- Design and develop a multi-channel survey instrument customised for German owner-operators, focusing on current talent gaps, nearshoring/offshoring experiences, budgetary flexibility, language preferences compliance expectations, and willingness to engage Ghanaian and Kenyan service providers.

Task 2: Quantitative Data Collection

- Distribute the survey. It should be ensured that more companies are targeted to get a good sample response rate of at least 60-70 companies.
- Gather quantitative metrics on specific technical demands (e.g., frontend/backend development, QA automation, Cloud/DevOps architecture, AI/Data Engineering) that are currently unmet locally (in Ghana and Kenya).

Task 3: Qualitative Data Collection.

- In-depth one-on-one (in person or virtual) interviews with decision-makers in procurement, IT, and innovation departments of German IT companies.
- Identify factors that go beyond quantitative metrics but are barriers to outsourcing from African markets e.g. data sovereignty, GDPR alignment, cultural alignment, and time-zone management.
- Assess specific perceptions of Ghana and Kenya as providers of digital services, including awareness of Ghanaian and Kenyan IT/GBS providers, perceived advantages and risks, comparison with other sourcing locations, and conditions under which German companies would consider pilots or long-term contracts with firms in either country.

Task 4: Analysis and Supply-Demand Alignment

- Analyse current outsourcing trends in the German digital services market, and the further opportunities that exist for outsourcing digital services for the German market.
- Identification of high-potential service segments and sectors and 'low-hanging fruits' that could be of interest to Ghanaian and Kenya IT service providers.
- Synthesise findings from the data collection process; placing it against the capacities of Ghanaian and Kenyan IT service providers.
- Stakeholder consultation with industry associations and ecosystem actors in the German IT services market.

Task 5: Strategic Reporting

- Consolidation of all information into a report that can be shared with partner organisations.
- Development of a framework to link outcomes of the study into actionable insights for Ghanaian and Kenyan IT companies to take advantage of opportunities to outsource to the German market.

The framework should include practical country-level roadmaps for Ghana and Kenya, showing how the findings can inform demand-led skilling initiatives, SME export-readiness strengthening, ecosystem coordination, national GBS value proposition development, EU B2B demand linkages and FDI facilitation in each market.

- Develop practical recommendations to approach business development and adjustment of company systems towards the needs and understanding of the German market.
- Host a validation workshop (preferably virtual, but in-person where possible) to test the feasibility of the German demand findings against supplier capabilities, export readiness, skills pipelines and institutional support mechanisms in both countries.

For in-person formats, liaise with GIZ teams to integrate an in-person workshop with an existing event e.g. German African Business Summit (GABS) in Accra

- Knowledge sharing through at least one other curated virtual roundtable formats with selected IT companies in Ghana and Kenya

The target respondents of the survey will be:

- German SMEs and mid-sized companies
- Technology companies and digital scale-ups
- Corporates outsourcing IT and digital services

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

Milestones	Key Deliverable(s)	Deadline
Kick off and inception	Submission of an inception report which contains proposed survey methodology and initial design	1-2 weeks after signing of contract
Design phase	Submission of verified list of target survey participants, finalised questionnaires, survey design and methodology. The survey design should include Ghana- and Kenya-specific supply-side assumptions and lists of relevant ecosystem actors or provider segments for validation in both countries.	4 weeks after signing the contract
Data Collection phase	Conduct quantitative and qualitative data collection, with 60–70 German companies. Key deliverable is submission of raw insights as a mid-term report.	12 weeks after start of contract
Analysis, Synthesis phase	Draft market survey report that shows the initial gaps, volume projections, contractual	4-5 months after the

	expectations, and compliance thresholds demanded by German buyers.	start of the contract
Mid-project insights brief	One virtual roundtable featuring discussions between German and African industry representatives, Synthesis of all data from stakeholder dialogue with draft report	5months after start of contract
Finalisation and reporting	Validation workshop, submission of draft final report, submission of final report, development and presentation of strategic roadmap for attracting German digital services demand	5-7 months after start of contract

Period of assignment: from **30 August 2026 until 1 April 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**.

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.

The tenderer is required to describe its backstopping concept. 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 3.1 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

Further requirements (1.7)

The proposed contractor should provide evidence of addressing each of the following points:

- **Exclusive SME Mandate:** The contractor must be a legally recognized, operating association whose operations represent and support, small and medium-sized IT enterprises (*IT-Mittelstand*) in Germany.
- **Access to the target pool of companies:** The contractor must possess an active, proprietary communication framework and direct internal membership network of at least 2,000+ German software and IT service firms to ensure that data collection can happen organically within a trusted ecosystem, avoiding the low response rates.
- **Proven German African Matchmaking Architecture:** The contractor must demonstrate institutional experience running at least **one** multi-year, federally funded German African digital cooperation projects. They must show documented proof of building operational B2B IT co-sourcing networks between German IT companies and African ICT associations or chambers.
- **Understanding of National Standards:** The contractor must have deep operational alignment with national digital quality trust standards and seals in Germany. This ensures an intrinsic understanding of the exact regulatory barriers, compliance anxieties (GDPR), and digital sovereignty thresholds that German SMEs must navigate when selecting an offshore partner.

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)
- Coordinating and ensuring communication with GIZ, partners and others involved in the project
- Personnel management, 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): Master's degree in project management, Business Administration, International Business Management, or similar.
- Language (2.1.2): C1-level language proficiency in English and German
- General professional experience (2.1.3): Seven (7) years of professional experience in the business development, private sector development sector in a commercial or industry body representing the German IT private sector.
- Specific professional experience (2.1.4): Seven (7) years in supporting the growth of IT *Mittelstand* corporate ecosystems, and international IT market analysis.
- Leadership/management experience (2.1.5): Seven (7) years of management/leadership experience in an organisation supporting German IT companies
- Regional experience (2.1.6): One (1) years of experience in projects in the African region
- Development cooperation (DC) experience (2.1.7): One (1) year of experience implementing DC projects

Key expert 1- IT SME Engagement Lead

Tasks of key expert 1

- Support the selection of companies and the administration of the surveys to selected companies
- Coordinate with any external expertise necessary to support the implementation of the assignment.
- Drafting reports, and liaison with the GIZ project team.

Qualifications of key expert 1

- Education/training (2.2.1): Master's degree in project management, Business Administration, International Business or similar field.
- Language (2.2.2): C1-level language proficiency in English and German
- General professional experience (2.2.3): Three (3) years of professional experience in the business development, private sector development sector in a commercial or industry body representing the German IT private sector.
- Specific professional experience (2.2.4): Three (3) years in managing corporate surveys and community mobilization specifically targeting German owner-managers and tech founders.
- Regional experience (2.2.6): One (1) year of experience implementing projects in the African region
- Development cooperation (DC) experience (2.2.7): One (1) year of experience implementing DC projects

Key expert 2- IT Outsourcing Market Researcher

Tasks of key expert 2

- Responsible for analyzing quantitative and qualitative data from the data collection phase.
- Translating technical talent demands into measurable strategic frameworks for Ghanaian and Kenyan IT service providers
- Support with drafting reports, and liaison with the GIZ project team.

Qualifications of key expert 2

- Education/training (2.3.1): Master's degree in project management, Business Administration, International Business or similar field.
- Language (2.3.2): C1-level language proficiency in English and German
- General professional experience (2.3.3): Three (3) years of professional experience in the business development, private sector development sector in a commercial or industry body representing the German IT private sector.
- Specific professional experience (2.3.4): Three (3) years in technical market intelligence, skilled in evaluating software development frameworks, cloud infrastructures, and emerging tech verticals.
- Regional experience (2.3.6): One (1) year of experience implementing projects in the African region
- Development cooperation (DC) experience (2.3.7): One (1) year of experience implementing DC projects

Key expert 3- Cross-Border GBS Ecosystem Expert

Tasks of key expert 3

- Responsible for ensuring market insights are contextualized to Ghanaian and Kenyan realities, and framing recommendations around real-world digital services trade capacities.
- Organizing and coordinating the stakeholder workshops, virtual roundtables and selection Ghanaian and Kenyan ITO companies to align the results with other experts.
- Conducting the gap analysis, and synthesizing all results in the context of German development cooperation priorities

Qualifications of key expert 3

- Education/training (2.4.1): Master's degree in project management, Business Administration, International Business or similar field.
- Language (2.4.2): C1-level language proficiency in English and German
- General professional experience (2.4.3): Five (5) years of professional experience in the business development, private sector development sector in a commercial or industry body representing the German IT private sector.
- Specific professional experience (2.4.4): Five (5) years in working with tech-sector international development frameworks, specifically bridging European digital demands with African ICT supply chains.

- Regional experience (2.4.6): Five (5) years of experience implementing projects in the African region
- Development cooperation (DC) experience (2.4.7): One (1) year of experience implementing DC projects.

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

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
Team Leader	1	20	20	
Expert 1- IT SME Engagement Lead	1	16	16	
Expert 2- IT Outsourcing Market Researcher	1	16	16	
Key expert 3- Cross-Border GBS Ecosystem Expert	1	18	18	
Other costs	Number	Price	Total	Comments
Flexible remuneration	1	6000	6000	A budget of EUR 6000 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	2	3000	6000	The budget contains the following costs for organising workshops.

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.

Workshops, events and trainings

The contractor implements the following workshops:

- A series of engagement with industry associations and digital clusters in Germany
- Workshops and stakeholder dialogue in Ghana and Kenya to validate German market demand against country-level ITO supply-side capacities, export-readiness gaps, ecosystem support needs and follow-on activity priorities.
- Panel discussion with German and African industry representatives

These workshops shall be a combination of online and physical formats, and in the case of physical formats, the contractor shall be responsible for logistics, catering and organisation

If an event is held in Germany or Belgium, compliance with the following minimum standards must be ensured: (Note: In the case of a negotiated procedure, *you must clarify and ensure that the potential contractor can comply with the minimum standards before submitting the procurement request*).

- Vegetarian/vegan catering
- Fair trade products if from overseas
- Venue is physically accessible
- Public transport to the venue is possible
- Venue uses green electricity and/or is energy-optimised

Please describe in your concept how you implement the minimum standards specified above.

6. 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 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.