

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

CONFIDENTIAL

Digital Transformation of Sanitary and Phytosanitary (SPS) Certification Systems and Risk Management Capacity Building	Project number/ cost centre: G-012502-072, G- 012502-073
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0. List of abbreviations

AG	Commissioning party
AN	Contractor
AVB	General Terms and Conditions of Contract for supplying services and work
DPA	Direction de la Production Agricole
ONISPA	Office National d'Inspection Sanitaire des Produits de la Pêche et de l'Aquaculture
PST	Partnership for Sustainable Trade
ToRs	Terms of reference
ToT	Trainign of Trainers
SMCP	Société Mauritanienne de la Commercialisation de Poisson
ToRs	Terms of reference

1. Context

In 2017, the World Trade Organization's Trade Facilitation Agreement entered into force with the objective to simplify, modernize and harmonize of export and import processes in order to facilitate the cross-border movements of goods.

The Global Alliance for Trade Facilitation (the Alliance) is an initiative jointly hosted by the World Economic Forum, the International Chamber of Commerce and the Center for International Private Enterprise in cooperation with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH.

The GIZ Program "Partnerships for Sustainable Trade" (PST), commissioned by the German Federal Ministry of Economic Cooperation and Development and co-financed by the European Union, contributes to the work of the Alliance and implements projects in developing and least developed countries to facilitate cross-border trade.

The present assignment mainly covers two active country interventions (Togo and Mauritania) and minor interventions in two additional countries (to be specified during the implementation) to digitalize key import and export processes. While each active country project has its own institutional context and sector focus, they share a common topic (digitization of a permit / certification process and upgrading / development of the required IT infrastructure) and methodological approach (evidence-based process reengineering, participatory system design, technically rigorous digitalization, and institutional capacity building for long-term sustainability).

Intervention 1: Togo

For the digitalization of the import permit in Togo, the Direction de la Production Agricole (DPA) under the Ministry of Agriculture processes import permits for regulated agricultural products through a fully paper-based, fragmented workflow involving two regulatory entities. Processing times are unpredictable, there is no structured data capture, and no linkage between permit issuance and customs clearance. The project will reengineer the end-to-end permit process, digitalize it through a purpose-built module within an existing national platform, and build institutional capacity within DPA, the national committee for phytosanitary risk analysis and among private sector users. The platform will seek interoperability with ASYCUDA (Custom Information system), GUCE (trade single window), GUFORD (maritime single window) and Agence Togo Digital's national e-government infrastructure (host of the solution). A phytosanitary risk management framework, including risk profiles for priority product categories, digital risk triggers and revised SOPs, will be designed and embedded in the digital workflow.

Intervention 2: Mauritania

The Mauritania intervention aims to digitalize sanitary certificates for fish products that are required for export. In the current system, exporters face substantial delays and uncertainties, caused by utilization of several distinct information flows and systems characterized by excessive use of manual transmissions and paper by the two main government actors involved in the export control and certification process: the National Office for Sanitary Inspection of Fish and Aquaculture Products (Office National d'Inspection Sanitaire des Produits de la Pêche et de l'Aquaculture, ONISPA) and the Mauritanian Fish Marketing Company (Société Mauritanienne de la Commercialisation de Poisson, SMCP). The project will reengineer the export certification chain from first sale to export certificate

issuance, develop an integrated digital architecture for ONISPA, and establish structured data exchange flows with the SMCP.

2. Tasks to be performed by the contractor

The contractor shall provide technical leadership across the full implementation cycle of the digitalization interventions in Togo and Mauritania (and in up to two additional countries) covering process reengineering, system architecture and specification, quality assurance of software development, and technical steering of piloting and go-live. The assignment bridges sector-specific regulatory expertise (phytosanitary risk management for Togo and sanitary certification for fish exports in Mauritania) with applied IT systems expertise in trade and regulatory digitalization. The contractor is not expected to carry out software development, but to technically steer and assure the work of local development teams.

The assignment is structured in two work packages, one on the digitalization of the import permit in Togo and one on the digitalization of fish export certificate in Mauritania.

Work package 1: Digitalization of the import permit in Togo

Work package one is structured around **five workstreams**:

i. Process reengineering and functional design

- Conduct end-to-end diagnostic of the existing (as-is) process, including identification of bottlenecks, documentation gaps, informal practices and inter-institutional coordination weaknesses as well as baseline measurement of processing times (in collaboration with national project officer)
- Design and validate the reengineered (to-be) target workflow in close collaboration with the competent authority and relevant stakeholders
- Derive functional specifications for the digital system from the validated workflow, including data requirements, access rights, document flows, decision logic and workflow rules
- Include security standards to ensure that the digital solutions comply with security and integrity requirements.
- Produce validated as-is and to-be process maps, baseline report and functional specifications document
- Support the assessment of existing phytosanitary legislation for compatibility with digital submission, electronic processing and e-signatures (identifying legal space or required adjustments)
- Design a risk-based permit management framework including risk profiles for priority seed product–origin combinations, digital risk triggers and revised standard operating procedures (SOPs)

ii. System architecture and technical specifications

- Develop the integrated IT architecture for the digital solution, based on the validated functional specifications; define system components, data flows, interfaces and interoperability mechanisms
- Produce detailed technical specifications for the local development team, covering: module design, database schema, API specifications for interoperability, security and data protection requirements, hosting and infrastructure requirements, and performance standards

- Define the interoperability architecture and draft interface specifications for integration with relevant government systems (see country-specific tasks)
- Advise on technology stack choices (frameworks, hosting model) in light of local capacity, long-term maintenance requirements and national e-government standards
- Design interoperability interfaces with ASYCUDA, GUCE and GUFORD; assess technical feasibility of each integration and prioritise accordingly
- Define the technical architecture for the embedded phytosanitary risk trigger module, including data inputs and trigger logic
- Specify e-permit issuance module including unique identifier scheme (QR code or equivalent), permit verification mechanism at border crossing points and record storage

iii. Quality Assurance of Software Development

Software development will be carried out by local development teams procured separately in each country. The expert is responsible for technically steering and quality-assuring this work throughout the development cycle. This will mainly involve:

- Review and validate the local team's development plan, sprint structure and testing protocols against the technical specifications
- Conduct regular technical review sessions with the local development team; provide feedback on deliverables
- Validate each development module against the agreed functional specifications and technical architecture
- Review and approve the testing strategy, test cases and UAT protocols; participate in or observe key testing milestones
- Review and validate interoperability interface implementations; confirm successful data exchange with connected government systems
- Assess system security, performance and resilience against suggested standards prior to go-live clearance
- Maintain a quality assurance log documenting issues identified, decisions taken and sign-off status for each module

iv. Capacity Building

The contractor will design and deliver a series of trainings and workshops on the topics outlined below, aimed at strengthening both the technical and institutional capacities required for the implementation of the re-engineered and digitalised import permit system. The contractor's role will focus strictly on the technical content, facilitation and knowledge transfer, while all logistical arrangements, coordination and participant management will be handled by the project team and its partners.

- Develop SOPs, operational guidelines and user documentation sufficient for the competent authority to operate the system independently after project closure
- Provide technical content to draft training materials for system administrators and DPA operational staff
- Provide technical briefings/trainings to designated national trainer-operators from DPA (train-the-trainer approach)
- Build capacity of the National Committee for Phytosanitary Risk Analysis (up to 2 training sessions) on selected operational tools of phytosanitary risk management and DPA's phytosanitary risk management function: provide structured capacity building on phytosanitary risk analysis, product-origin risk profiling, and integration of risk parameters into the digital permit workflow

- Support DPA and the National Committee for Phytosanitary Risk Analysis in structuring their phytosanitary risk management function (define roles, responsibilities and inter-agency coordination protocols e.g. with customs)
- Support DPA in developing internal digital workflow guidance
- Support the preparation of a study trip (including identification of relevant institutions and technical learning framework) to gather good practices on an integrated phytosanitary risk management and permit processing

v. Technical Steering of Piloting and Go-Live

- Support the development of the pilot plan specifying scope (user groups, transaction types, duration), success criteria, monitoring indicators and fallback procedures
- Provide technical oversight during the controlled pilot phase; review and validate User Acceptance Testing (UAT) results
- Consolidate pilot feedback; technically validate adjustments made by the local development team prior to full deployment
- Confirm go-live readiness: system stability, security compliance, interoperability functionality, and operational capacity of the competent authority
- Support draft of the go-live clearance report and hand-over documentation
- Provide post-launch technical support during the initial stabilisation period (indicatively 4 - 6 weeks post go-live)

Certain general milestones, as laid out in the table below, are to be achieved during the contract term for work package 1. The specific milestones will be stipulated at the beginning of each project:

Milestones/partial works	Date/location/responsibility	Criteria for acceptance
Inception report: workplan (IT development and capacity building)	2 weeks after the beginning of contract	/
Validated as-is process map	1 month after the beginning of contract	/
Phytosanitary risk management framework: risk profiles, risk triggers, SOPs	3 months after the beginning of contract	/
Validated to-be workflow blueprint and functional specifications document	4 months after the beginning of contract	/
System architecture document and detailed technical specifications for local development team	5 months after the beginning of contract	/
Members of the phytosanitary risk analysis committee trained on selected operational tools	6 months after the beginning of contract	/
Technical learning framework for the study trip (key questions, expected outcomes)	7 months after the beginning of contract	/

Pilot plan and UAT protocol	10 months after the beginning of contract	/
Handover documentation package: SOPs, system manual, maintenance guide, capacity building summary	14 months after the beginning of contract	/

Work package 2: digitalization of fish export certificate in Mauritania

The assignment in work package two is structured around **5 workstreams**:

i. Phase 1 - In-depth diagnosis

(approx. 5 workdays home-based, 5 workdays in-country – subject to adjustment based on evolving partner requirements)

- Conduct an IT maturity diagnosis (in view of project objectives), covering:
 - Assess local servers (applications, DBs, versions, licensing, code ownership, integration options, ...)
 - Network assessment at ONISPA premises & outposts (ports/markets), bandwidth, uptime, redundancy
 - Security posture
 - Feasibility report to bring systems online
- Cooperate closely with the business process expert, who conducts a business process analysis including an end to end workflow mapping and connect their findings to the IT related analysis

ii. Phase 2 - Solution design and global architecture

(approx. 5 workdays home-based, 10 in-country – subject to adjustment based on evolving partner requirements).

- Define target architecture and road map
 - Decisions: unify databases vs interoperable layer; central hosting vs hybrid; internet access model
 - Define modules in scope
 - IT infrastructure requirements
- Cooperate closely with the business process expert who defines the responsibilities and target workflows to align the IT infrastructure to the new “to-be” process.

iii. Phase 3 - Procurement, development and iteration

(approx. 10 workdays home-based, 25 workdays in-country – subject to adjustment based on evolving partner requirements)

- Oversee, steer, provide technical inputs on
 - Connectivity, hosting, security
 - Procurement and installation of hardware required for the new system
 - Procure/select/onboard development company
- Technically supervise the selected development company in close cooperation with ONISPA, the business process expert, and the local project team to
 - Build and integrate MVP
 - Test/iterate
 - Migrate data to new system

iv. Phase 4 - Test, train, pilot and go-live

(approx. 10 workdays home-based, 10 workdays in-country – subject to adjustment based on evolving partner requirements)

- Supervise structure testing
 - UAT, security, continuity...
- Provide inputs to change management & capacity building, in close collaboration with the BP expert, the local development company, ONISPA staff, and the project staff
 - ToT, User guides, SOP updates, helpdesk, ...
- Provide technical inputs and supervision during the piloting phase, in close collaboration with the local IT company
 - Pilot sites, transition, feedback, and fix issues

v. Phase 5 - Roll out / stabilization

(approx. 10 workdays home-based, 10 workdays in-country – subject to adjustment based on evolving partner requirements)

- Provide inputs to scaling up
 - Expand to national level, monitor evolution
- Contribute towards ensuring sustainability and ownership
- Technically support training of users

Milestones/partial works	Date/location/responsibility
Inception report	2 weeks after start of assignment
IT maturity and gap assessment report	2 months after start of assignment
IT Architecture description / specification, including hardware	3 months after start of assignment
Local IT firm successfully selected and onboarded	5 months after start of assignment
MVP operational	9 months after start of assignment
Data migration completed	11 months after start of assignment
Launch pilot operation in selected port (Nouadhibou or Tanit)	13 months after start of assignment
Pilot completion report with recommendations	15 months after start of assignment
Finalization of sustainability / ownership plan and handover package	16 months after start of assignment

Period of assignment: from July/August 2026 until 31.12.2027.

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 (1.2.1).

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**.

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.

Expert : SPS Digital Transformation & Risk Management expert

Tasks of expert

- Responsible for the implementation of work packages 1 and 2 (see chapter 2 for details)

Qualifications of expert

- Education/training (2.2.1): Graduate degree in IT engineering (equivalent to Master's degree)

- Language (2.2.2): C1 -level language proficiency French and Arabic
- General professional experience (2.2.3): 9 years of professional experience at the intersection of digitalisation, IT and biosecurity
- Specific professional experience (2.2.4): 5 years in the field of IT audit, IT development and IT support (5 out of 10 points) and 5 years in the field of automation of sanitary and phytosanitary processes (5 out of 10 points).
- Leadership/management experience (2.2.5): N/A
- Regional experience (2.2.6): 3 years of experience in West Africa
- Development Cooperation (DC) experience (2.2.7): 3 years of experience in DC
- Other (2.2.8): 1 reference project (not older than 2 years) in the automation of import/export process of agricultural products as lead IT expert

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

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	Total	Comments
Expert 1	195 days	An expected total of 95 expert days including up to 20 days in Togo to perform the tasks described in work package 1 (chapter 2) – subject to adjustment based on evolving partner requirements. An expected total of 100 expert days including up to 60 days in Mauritania to perform the tasks described in work package 2 (chapter 2) – subject to adjustment based on evolving partner requirements.
Travel expenses	Total	Comments
Travel expense budget	EUR 27,000	A fixed budget of EUR 27.000 is foreseen for travels to the project countries. This budget includes international flights, transfer to/from the airport, per diem, overnight allowances in country of assignment and travel related costs (e.g. visa)
CO ₂ compensation for air travel	EUR 1000	A fixed budget of EUR 1.000 is earmarked for settling carbon offsets against evidence.
Other costs	Total	Comments
Flexible remuneration	1	A budget of EUR 5.000 is foreseen for flexible remuneration. Please incorporate this budget into the price schedule. Use of the flexible remuneration item requires prior approval from GIZ.

6. Inputs of GIZ or other actors

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

- Workstations on GIZ premises
- Transportation on site with own project vehicle
Logistics for workshops

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 French.

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 french.

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. Data Protection

The provisions on data protection and information security of the current version of GIZ's General Terms and Conditions of Contract (section 1.11 Data protection) apply.

The performance of the contract may be associated with the processing of personal data by the contractor, such as (but not limited to) names and contact information. In such cases, the contractor shall act as an independent DATA CONTROLLER and must alone comply with ALL applicable data protection obligations, including those stemming from regional and local laws. The contractor shall process personal data only when a given goal cannot be reasonably attained without such data. The data protection principles such as lawfulness, data minimization, accuracy, purpose limitation, storage limitation, transparency, integrity and confidentiality, and accountability, as well as the numerous rights of the data subject must be paid due attention. GIZ is NOT in any way responsible for such processing.

Whenever the contractor executes the instructions of a partner to GIZ with regard to such processing, the partner shall be the data controller, and the data processing shall be carried out in accordance with the partner's instructions as well as laws and standards to which it is subject.

If the contractor is not subject to the GDPR and the applicable laws do not contain any explanation on the data protection principles and rights mentioned here, the definitions and meanings provided by the GDPR (Regulation (EU) 2016/679) should be considered.

Data protection by design and by default

The digital tool developed or upgraded on behalf of a local partner of GIZ must meet the highest data protection standards, especially those relating to data protection by design and by default, as stated in Annex "Data protection standards for developing digital tools meant for GIZ's partners". The contractor is therefore required to inform GIZ if any applicable

national requirement is incompatible with the provisions of this annex. We equally recommend the partner to conclude data protection agreements with the hosting service provider(s) and the maintenance service provider(s), where applicable. The GIZ would be available to support the partner whenever need arises.

When the GIZ hires a contractor to develop or upgrade a data processing system (platform, website, app etc.) on behalf of a local partner, who determines the purposes and means of the data processing activity, the GIZ does not bear ANY responsibility for such processing. Although the GIZ builds such systems in conformity with the highest data protection standards, however, its responsibilities end with the handing over of the systems to the partner. As a data controller, the partner must ALONE comply with all local and regional laws applicable to such processing (including the GDPR, where applicable). Consequently, the data protection principles such as lawfulness, data minimization, accuracy, purpose limitation, storage limitation, transparency, integrity and confidentiality, and accountability, as well as the numerous rights of the data subject should be paid due attention. We equally recommend the partner to conclude data protection agreements with the hosting service provider(s) and the maintenance service provider(s), where applicable. The GIZ would be available to support the partner whenever need arises.

ANNEX

- Annex 1: Data protection standards for developing digital tools meant for GIZ's partners
- Annex 2: Annex Information Security