

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

CONFIDENTIAL

**Consultancy services for the capacity building on European
Total Quality Management - CAF for Ukraine, Moldova,
Armenia and Azerbaijan**

Project number:

G-012570-001

0.	List of abbreviations	2
1.	Context.....	3
2.	Tasks to be performed by the contractor	4
3.	Concept.....	6
	Technical-methodological concept	6
	Project management of the contractor (1.6)	6
4.	Personnel concept.....	6
5.	Costing requirements	7
	Assignment of personnel and travel expenses	7
	Sustainability aspects for travel	8
6.	Inputs of GIZ or other actors.....	9
7.	Requirements on the format of the tender	9

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
EaP	Eastern Partnership

1. Context

The [GIZ](#), together with the [OECD/SIGMA Programme](#) is advancing a major regional initiative to embed sustainable quality management in public administrations across the Eastern Partnership (EaP) countries with introduction and implementation of European Total Quality Management Model – CAF in the public administrations of EaP countries. The collaboration forms part of the project “*Towards a Sustainable Quality Management Approach in the Eastern Partnership Countries*”, implemented under GIZ’s Public Administration Reform in the Eastern Partnership Countries III programme, commissioned by the [German Federal Ministry for Economic Cooperation and Development \(BMZ\)](#).

Building a Sustainable Quality Culture

Since 2023, the programme follows a phased approach, from building foundations and developing excellence to piloting innovation. Activities include CAF Academies, national workshops, and pilot projects that support institutions in adopting CAF-based systems and cultivating a culture of continuous improvement. The project moves beyond one-off initiatives to foster long-term institutional excellence. It marks a significant step toward embedding evidence-based quality management in public administration, ultimately strengthening good governance and citizen trust across the region.

Country Initiatives Across the Eastern Partnership

Ukraine

Under the leadership of the [Centre for Adaptation of the Civil Service to the Standards of the EU](#), within the National Agency of Ukraine on Civil Service, Ukraine launched a CAF pilot at the Kyiv Administrative Service Centre (TSNAP). The initiative includes a full self-assessment and improvement plan. An international conference, “*CAF as a Strategic Tool for Modern, Resilient, and Citizen-Oriented Public Administration*,” brought together senior officials and experts to exchange best practices and reaffirm Ukraine’s commitment to administrative excellence.

Moldova

In Moldova, several key institutions, the State Chancellery, Public Services Agency, and e-Governance Agency (EGA), are implementing CAF pilots with expert support from EIPA and SIGMA. A fourth pilot with the Ministry of Finance will launch next year. Together, these projects are establishing a national foundation for sustainable quality management in the Moldovan public sector.

Armenia

Armenia’s CAF journey began with EKENG, the state enterprise managing e-governance infrastructure. Having completed its self-assessment and quality roadmap, EKENG’s pilot is followed by a new initiative with the Civil Service Office, which coordinates civil service reforms. These efforts demonstrate Armenia’s growing focus on integrating quality management into public sector modernisation.

Azerbaijan

In Azerbaijan, cooperation with the State Examination Centre (SEC) focuses on strengthening institutional capacity for civil service recruitment, promotion, and evaluation. The SEC’s digital transformation and internal quality assurance initiatives align closely with CAF principles, reflecting the country’s commitment to professional and transparent public administration.

Regional Collaboration and Learning

A regional event, “*Learning on Quality Management with CAF*,” held in Warsaw in April 2025, gathered participants from Armenia, Georgia, Moldova, and Ukraine to exchange experiences in self-assessment, action planning, and CAF reporting. Across the EaP region, national CAF correspondents have been appointed and awareness campaigns launched to prepare public institutions for CAF piloting and expansion.

Driving Lasting Change through Partnership

Through this collaboration EaP administrations are empowered to move from ad hoc improvements to sustainable, systemic quality management. By embedding the CAF model and creating regional networks of practitioners, the project contributes to resilient, accountable, and citizen-focused governance, all to strengthen public administration across Europe and its neighbouring regions.

The Project is seeking for consultancy services to implement capacity building activities for the public administrations of Ukraine, Moldova, Armenia and Azerbaijan with the objective to support institutionalization of quality management approach in these countries’ public administrations with support of European CAF Model.

2. Tasks to be performed by the contractor

The contractor is responsible for providing the following services:

A. In country-missions for Ukraine, Moldova, Armenia and Azerbaijan

Each mission generally consists of the following activities:

- In depth working session with the CAF National Centres and CAF National Correspondents to work on the implementation of the roadmap
- Event - CAF day to spread the experience and examples and call for interest (including potentially a mini training part for new pilots). Raise awareness of CAF and quality management approaches through national-level events, information sessions, and peer exchanges.
- Support the national CAF Centres in each Eastern Partnership country to strengthen their role as local hubs for coordination, expertise, and capacity building.
- Launch new CAF pilots in additional public sector organizations to broaden the model's reach and practical application.

Four missions (to Azerbaijan, Armenia, Moldova, Ukraine) are planned.

Azerbaijan

- Supporting in launching a potential centre (advocacy)
- Support in communication and a potential CAF/QM event in the country
- Trigger new pilot(s), that can be supported by CAF coaches to be trained (see below)

Armenia

- Supporting CSO in launching the centre (advocacy)
- Support in communication and a potential follow-up CAF/QM event in the country
- Trigger new pilot(s), that can be supported by CAF coaches to be trained (see below)

Moldova

- Supporting the State Chancellery in launching the centre (advocacy)
- Support in communication and a potential follow-up CAF/QM event in the country
- Trigger new pilot(s), that can be supported by caf coaches to be trained (see below)

Ukraine

- Support in communication and a potential follow-up CAF/QM event in the country
- monitoring and supporting/coaching Kyiv TSNAP in Action plan implementation
- CAF in Administrative Service Centres of Ukraine (TSNAPS):
 - Develop/communicate an offer to the interested TSNAPS
 - Train CAF coaches in Ukraine to work with TSNAPS
 - Select number of TSNAPS to run the CAF in parallel
 - Bring together CAF coordinators from different TSNAPS selected, also on regional level
 - Come-togethers at structured moments

B. Pilot Follow up and Masterclasses

- Provide in-country support and technical follow-up to pilot organizations to consolidate the outcomes of the first CAF implementations. This activity focuses on maintaining engagement with pilot organizations and monitoring progress.
- This support is delivered through bilateral online follow-up meetings and targeted master classes, focusing on prioritisation, action planning, monitoring and learning.
- Provide tailored support for ongoing improvement efforts.

Milestones/process steps/partial services	Deadline/place
Inception Report <ul style="list-style-type: none"> - Workplan and validation of country-specific priorities 	October 2026
In-country missions <ul style="list-style-type: none"> - For each country mission: preparatory note, country visit agenda, roles and governance, brief report 	October 2027
<ul style="list-style-type: none"> - Ukraine TSNAP support Draft and final concept and programme of online trainings, and conducting of training 	December 2027

- Pilot Follow up and Masterclasses – Draft and final concept and programme of online trainings, and conducting of training	February 2028
- Final report	March 2028

Period of assignment: from beginning of September 1st, 2026, until March 30th, 2028.

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 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). For this purpose, it is not mandatory to name/list the concrete partner organizations from EaP countries. But it will be sufficient to mention different levels of national stakeholders (policy and implementation levels)

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).

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 1: (section 2.2 of the assessment grid)

A statement of availability for this expert must be attached to the tender as an annex.

Tasks of the expert

- Overall responsibility for the working packages
- Implementation of the work packages
- Elaboration of the deliverables
- Regular reporting in accordance with deadlines

Qualifications of the expert

Qualifications (2.2.1):	University qualification (first degree/master's) in public administration, public relation, business administration, economy, or other relevant fields. International certification in public administration quality, Common Assessment Framework, enhancing the performance of organization with CAF, with 5 years of proven skills in moderation of groups up to 30 participants on CAF trainings in 15 workshops, trainings, round tables or similar events.
Languages (2.2.2):	Knowledge of English on C1 in the Common European Framework of Reference for Languages
General professional experience (2.2.3):	5 years of experience in the field of public administration, quality management, business process re-engineering, service delivery.
Specific professional experience (2.2.4):	10 years of professional experience in the domain of quality management and CAF, 5 years of proven experience in facilitated of CAF process in organizations, as well as modules on quality management – CAF, ISO.
Leadership/management experience (2.2.5):	4 years of leadership experience management of CAF projects
Regional experience (2.2.6):	Proven experience of working on CAF topic with Armenia, Azerbaijan, Moldova and Ukraine
Development cooperation (DC) experience (2.2.7):	-
Other (2.2.8):	4 years of working experience in CAF e-tools

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 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

Sustainability aspects for travel

GIZ has undertaken an obligation to reduce greenhouse gas emissions (CO₂ emissions) caused by travel. When preparing your tender, please incorporate options for reducing emissions, such as selecting the lowest-emission booking class (economy) and using means of transport, airlines and flight routes with a higher CO₂ efficiency. For short distances, travel by train (second class) or e-mobility should be the preferred option.

CO₂ emissions caused by air travel must be offset. GIZ specifies a budget for this, through which the carbon offsets can be settled against evidence.

There are many different providers in the market for emissions certificates, and they have different climate impact ambitions. The [Development and Climate Alliance \(German only\)](#) has published a [list of standards \(German only\)](#). GIZ recommends using the standards specified there.

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Designation of TL/key expert/short-term expert pool	1	60	60	
Travel expenses	Quantity	Price	Total	Comments
CO ₂ compensation for air travel	4	200	800	4 international flights foreseen
Fixed travel budget	1	6.000	6.000	<p>A budget is earmarked for travel to the following countries: Armenia, Azerbaijan, Moldova, and Ukraine</p> <p>The budget shall cover:</p> <ul style="list-style-type: none"> - flights - transportation - per diems - overnight accommodation allowances <p>You can find further information on the travel expense budget in the 'Price schedule' document. Please use the 'Explanations' column in the price schedule to</p>

				break down the individual items. Settlement is possible only until the budget is depleted.
Other costs	Number	Price	Total	Comments
Flexible remuneration	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 national partner organizations (from EaP countries) other actors are expected to make the following available:

- Coordination with national partners and stakeholders in EaP countries
- Logistics for workshops: Venue, Catering, Printing materials.

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 organized 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 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.