

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

Provision of Integrated Urban Development Documents for Zugdidi Urban Lab	Project number/ cost centre: 2021.2140.8-001
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0.	List of abbreviations	2
1.	Context.....	3
2.	Tasks to be performed by the contractor	8
3.	Concept.....	18
	Technical-methodological concept	18
	Project management of the contractor (1.6)	18
	Further requirements (1.7).....	19
4.	Personnel concept.....	19
	Team leader	19
	Key expert 1 – Senior urban planner/designer.....	20
	Key expert 2 – Community engagement and communication expert	20
	Short-term expert pool with minimum 3 maximum 5.....	21
5.	Costing requirements	22
	Assignment of personnel and travel expenses	22
	Sustainability aspects for travel	22
6.	Inputs of GIZ or other actors.....	23
7.	Requirements on the format of the tender	23
8.	Annexes	24

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
MEPA	Ministry of Environmental Protection and Agriculture of Georgia
MoESD	Ministry of Economy and Sustainable Development of Georgia
NALAG	National Association of local Authorities of Georgia
UPIG	Urban Policy Innovation Group
SUD	Sustainable Urban Development (in Georgia)
UL	Urban Lab
UL WG	Urban Lab working group
RA	Regional Advisor
PCI	Participatory, climate oriented and integrated
NC	Neighborhood Concept
DRM	Disaster Risk Management
WP(s)	Work Package(s)
PoS	Portfolio of Solutions
DP	Development Plan

1. Context

a) Sustainable Urban Development in Georgia (SUD) Project

The “Sustainable Urban Development in Georgia” project (SUD) is funded by the German Federal Ministry for Economic Cooperation and Development (BMZ) and implemented by GIZ in cooperation with several Georgian partners led by the Ministry of Regional Development and Infrastructure (MRDI). The project team is based in Tbilisi and through regional advisors in selected Georgian cities (currently in Batumi, Oni and Zugdidi).

The project promotes urban integration, citizen participation, climate orientation and strengthening investment planning and budgeting in the work of local governments. It also supports the development of neighbourhood development concepts (NCs) in partner cities as a step towards identifying specific investment projects in the topic areas of energy efficiency, mobility, waste management, public spaces and sustainable tourism. These projects should be above average quality in terms of climate orientation, public participation, urban integration, and gender sensitivity. The project also streamlines a Disaster Risk Management (DRM) approach with the help of external consultants to provide guidance and ensure that DRM considerations are appropriately integrated in urban planning.

The intended outputs of the SUD project are as follows:

- Already existing or new **project concepts from Urban Labs** are supplemented by urban-integrated climate aspects with the involvement of affected populations.
- For already existing or new project concepts from Urban Labs, **calculations of the investment** and follow-up costs have been developed.
- Integrated, climate-oriented **Neighbourhood Concepts** (NC) for selected areas of Batumi and Zugdidi with the involvement of affected stakeholders have been developed.
- Based on the Urban Lab monitoring, **recommendations for policy reforms** e.g., proposals for changes to legal regulations, national urban development programs or financing instruments have been developed by the Georgian policy reform group “**Urban Policy Innovation Group**” (UPIG).
- As part of an **Urban Innovators' Network**, the **knowledge exchange** of Georgian experts on topics of climate-oriented, integrated, and participatory urban development is established.

b) Urban Laboratory Approach

The SUD project employs an “Urban Laboratories” (“Urban Lab” or “UL”) approach. In addition to these operations in selected cities, SUD aims at institutional learning on how to improve the process of elaborating municipal investment projects which are participatory, climate oriented and integrated (PCI). The SUD-operations in selected Georgian cities are being observed by a neutral, external research team to develop policy recommendations to be presented to the UPIG established specifically for the SUD context (UPIG, led by MRDI and joined by MEPA, MoESD, NALAG and the partner cities). The Urban Lab approach will be applied to both developing urban investment projects and developing NCs in Batumi and Zugdidi.

The UL approach by SUD emphasizes real-world, user-centred experimentation and co-creation. It is applied in urban settings to test and develop new ways of thinking, new ways of doing and new ways of organizing sustainable urban planning in collaboration with the city administration, affected residents and businesses. Key **characteristics of the SUD-ULs** are:

- **Real-World Context:** Urban Labs are situated in real-life settings, in urban areas. This allows for the testing and development of solutions in the actual environment where they will be implemented (e.g., small-scale interventions, demonstration projects), providing a realistic assessment of their effectiveness and impact for future upscaling.
- **User-Centred Design:** Urban Labs place end-users at the heart of the innovation process. They involve users not only as subjects of study but as active participants in co-creating solutions. This participatory approach ensures that innovations are closely aligned with citizens' needs and contexts, leading to more relevant and sustainable outcomes.
- **Iterative Process:** The Urban Lab approach is inherently iterative, involving cycles of design, testing, evaluation, and refinement. Within the given timeframe for project development and NC-planning, this iterative process allows for learning and adaptation, ensuring that solutions evolve in response to user feedback and changing conditions.
- **Multi-Stakeholder Collaboration:** The Labs bring together a diverse range of stakeholders, including from local government, citizens and civil society, and businesses to collaborate on the planning process.
- **Empirical Research and Learning:** The Labs are also research environments where empirical data is collected and analysed to generate new knowledge. The emphasis is on learning from practice, with insights gained from the Labs shall contribute to policy development at the local and national levels, as well as professional discussions among the urban practitioners.

In the context of the SUD project, the observation (empirical research and learning) is performed by an external research team (ACT Consultants) that regularly provides observation results and recommendations towards developing the practice of PCI projects in municipalities.

c) Urban Lab Working Group in Zugdidi

To coordinate the Zugdidi Urban Lab operations, the municipality formed a multi stakeholder working group, comprising representatives of municipal departments and NGOs. This UL Working Group (UL WG) is supported and facilitated by GIZ through an appointed regional advisor, and it will guide the work of the contractor. The objective of the working group is to act as the owner of the NC and the PoS. The initial ToR of the UL WG is provided as an annex to the contractor, describing the group structure, composition and responsibilities. The composition of the group will be re-evaluated during the kick-off with the contractor together with SUD and the UL WG.

Chapter 2 gives in more details the roles and responsibilities of the UL WG, the Regional Advisor and the Contractor and the required synergies between them.

This setting supports the municipality's objective to eventually implement the Neighbourhood Concepts (NCs), with stakeholder acceptance being crucial for their success.

d) Stakeholders

In addition to the members of the UL WG who are integral to the project, it is crucial to involve a broader group of stakeholders to ensure a more inclusive and participatory planning process:

- Zugdidi Municipality Mayors office. (relevant departments)
- State institutions
(e.g., Police, Georgian Road Department, Land Transport Agency)

- Private Sector operating in the selected area (e.g., furniture shops; bus companies, supermarkets, funeral service)
- Street vendors.
- Small entrepreneurs, owners of guest houses
- Heads of homeowner's associations in the selected neighbourhood
- Citizens of selected neighbourhood.

This list of stakeholders shall be revised by the consultancy after careful assessment of the situation and progress of the ongoing process. Further workshops may also help identify additional individuals or groups for involvement.

e) Framing of the urban labs and preliminary identified challenges to be responded by the contractor

SUD's RA conducted preliminary 2 internal workshops with the municipal staff and 1 workshop with the civil society representatives, who are part of the UL WG. As a result, the area of the implementation of the Urban Lab as well as some challenges were jointly identified and agreed upon. However, the workshops with citizens and private sector representatives have not yet taken place. Therefore, their specific interests are not represented in this chapter. Consequently, the challenges below should be considered as a preliminary foundation for the urban analyses. The consultant will need to engage further with all stakeholders and incorporate their visions, needs and aspirations into the development of the Neighbourhood Concept. As the results, the area for the implementation of the Urban Lab (See figure 1) as well as challenges were jointly identified and agreed upon.

Challenges associated with PCI development

Participation

Participation which reflects the needs, desires, and knowledge of the people and/or institutions affected by the process or development. The quality of participation derives from such concepts as good governance and decentralization, meaning that decision-making is transparent, inclusive, and involves local stakeholders. In this context, participation's overall goal is to enhance the quality and acceptance of urban development projects.

The Municipality has recognized the need for a more participatory approach to urban planning. Currently, participation is often seen as a merely supplementary element to technically defined urban plans and projects, and not necessarily as a co-creative process.

In the context of participation, gender inclusion and sensitivity is a major element of the SUD project. Gender sensitivity in urban portfolio solutions involves incorporating gender considerations into the planning, development, and management of urban projects. This ensures that urban spaces, services, and policies address the distinct needs of all citizens, particularly women, the elderly and marginalized groups, who often face barriers in accessing urban resources. The Urban Labs' deliverables must reflect this approach. A gender-sensitive framework requires inclusive decision-making, where diverse perspectives are considered, ensuring that Neighbourhood Concepts do not perpetuate gender inequalities.

The integration of gender considerations begins with participatory planning. The contractor must engage at least 50 participants, with a focus on the needs of vulnerable and underrepresented groups. Further details on participation requirements are provided in Work Package 1.

Climate orientation

The integration of climate considerations into urban planning in Georgia has largely been addressed at a strategic level (e.g. local Sustainable Energy and Climate Action Plans – SECAP) but is rarely incorporated into the urban planning documents that guide future investment and implementation. Climate-related goals are often treated as a separate sector, with independent strategies and operational documents. By including climate orientation, the Neighbourhood Concept (NC) aims to bridge urban development with sustainability, reinforcing the notion that these two aspects are inseparable in effective planning.

Integration

Integration enhances resilience and functionality of the urban development project. Urban Integration in the context of SUD means balancing social, economic and ecological aspects (sustainability) of the development of a selected urban area and its urban fabric to enhance the common good, the quality of life for all and the sustainability of spatial investments. Integration recognizes the interdependence between various urban systems (e.g., mobility affects economic attractiveness; green infrastructure positively influences cooling, etc) and is designed to address the complexity accordingly. It also contributes to aligning development to the broader strategic plans and policies, to align goals and avoid silos when developing the spatial neighbourhood.

Although these or similar principles are often mentioned in strategic documents, they are rarely reflected in local planning efforts. The NC should focus on the topics defined by the mandate of SUD, climate orientation (mitigation through resource efficiency and adaptation to the effects of climate change), mobility, inclusive public space, sustainable tourism, and waste management (ideally oriented towards circular economies), but is not limited to them, if other issues are relevant for an integrated urban development. The municipality might address challenges and opportunities which are not part of the SUD mandate on its own.

Zugdidi is one of the municipalities with a General Development Plan, allowing it to issue construction permits in alignment with this strategic document.

Challenges bound to local context

Internal workshops conducted with the municipal staff and NGOs identified challenges and opportunities of the selected area:

- Zugdidi is a major attraction in the Samegrelo-Zemo Svaneti region, acting as a central hub for social, economic, cultural activities, and service provision as well as an important destination for tourists visiting both Samegrelo and Svaneti. The project area, located at the heart of the city, is where the majority of these activities take place. Consequently, there is a need for creation of the holistic vision for a vibrant, mixed-use neighbourhood.
- The Neighbourhood is utilized by three distinct groups with sometimes conflicting interests: the local urban population, residents from surrounding villages, and tourists. The distinct needs of each group should be identified and addressed in a sustainable way to contribute to effective conflict resolution.
- Walkability and accessibility is one of the main challenges for the area.
- Pedestrian's sidewalks are taken by the street vendors, pushing pedestrians to the car lanes and making it unsafe to walk in the area

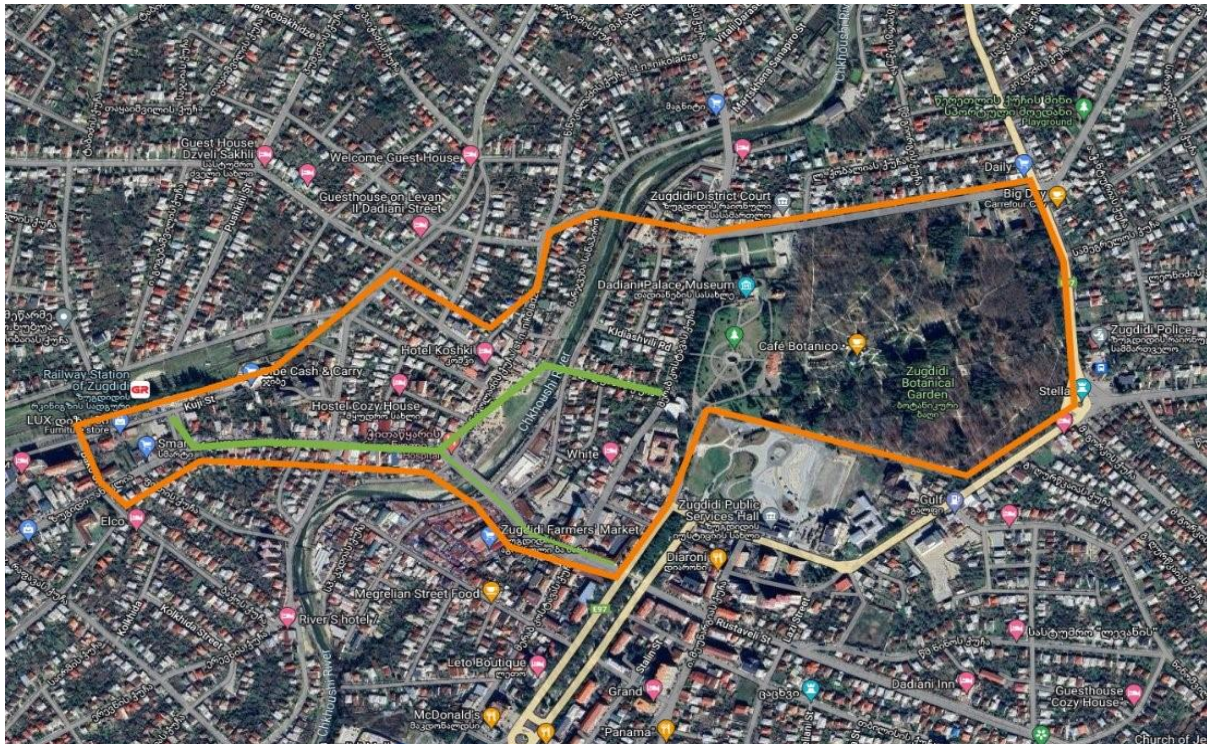
- Zugdidi is championing creating the accessible services for people with reduced mobility, however, there are still barriers to the unobstructed mobility in the area
- The city has been renewing its bus park and bus stops. However, the absence of well-designed bus stops in the area and clear bus signage further exacerbates the challenges faced by commuters, especially vulnerable groups.
- Rustaveli Avenue, which serves as Zugdidi's main business thoroughfare, and one of the axes that links Zugdidi districts with its centre, presents additional challenge related to the unfair use of sidewalks: The store owners frequently encroach upon the sidewalks to expose their products, creating unsafe conditions for pedestrians.
- Rustaveli Avenue is also linking central area (New library, botanical garden) with Kombinati district where Shota Meskhia State University is located. The opportunity of linking the two via bike-lane should be further explored.
- The potential of the pedestrian bridge as a vital link between the business district and the central cultural landmarks, including the Dadiani Palace, the Botanical Garden, the Library, and the public school is to be explored.
- The central business district, despite its economic significance, is notably lacking in essential public amenities. The absence of public toilets makes it less accommodating for both workers and visitors. This deficiency in basic services highlights a critical gap in urban planning, which fails to cater to the fundamental needs of the community.
- The municipality has piloted cupboard waste separation through commercial entities. There is a possibility to expand the program to multi-apartment residential blocks that have established homeowners' association.
- Bio green waste from the gardening and municipal green spaces was named as one of the largest waste fractions, which fills up the landfill. The municipality is ready to explore the opportunity to test small-scale composting in the Botanical Garden. SUD is willing to support the city in this endeavour.
- Bell system in the city- once a week, the residents know the day and time, when the municipal cleaning machine (car) comes to the house and takes away the individual waste.
- Heavy rainfall causes flooding, which costs the city 0.5 million Gel in damages per year. This creates an opportunity for learning about alternative, off-grid rain-water management solutions.
- the French Park, a significant urban green space and attraction for children, needs rehabilitation and repurposing.
- As a key regional centre, the Zugdidi municipality has considerable potential for the development of tourism as an important economic centre. The area features several hotels and guest houses, which could play significant role in shaping the future of the Neighbourhood

Against this background, the current assignment is envisioned as a crucial step to transform the area into exemplary Neighbourhood where climate-related integrated solutions can be rigorously tested and implemented together with the wide range of stakeholders. This initiative aims to create a model environment that integrates innovative approaches to climate adaptation and mitigation, fostering resilience within the local community.

Zugdidi Urban Lab Project area

The project area is located between Zugdidi Botanical Garden and Railway Station, making it one of the central neighbourhood of the city. It is a mixed-use area, with variety of businesses rapidly developing, making the area “business district” of the city. The area’s main axis follows Rustaveli Avenue and includes Gulua’s park, which, through a pedestrian bridge, connects to new public library and a Botanical Garden – main attraction of the city. The Botanical Garden

is included into the project area for conceptual linkage only, the contractor is not expected to design its territory.



Depiction of project area for NC (figure 1)

2. Tasks to be performed by the contractor

The objective of this consultancy is to empower Zugdidi city hall and its community in shaping a sustainable and vibrant future of the centrally located district (See area above). By applying co-creation methods, the consultant will provide technical assistance to the Zugdidi Urban Lab, supporting its members in designing high-quality, participatory, climate-oriented, and urban-integrated municipal investment project concepts. These project concepts should align with the overall vision for the area's development, ensuring that each initiative not only addresses immediate needs but also contributes to a cohesive, context-sensitive approach to neighborhood planning. It shall ultimately support Zugdidi's ambition to become an innovative and climate-resilient city that reflects the aspirations of its people.

By means of this call for proposals, SUD invites Georgian consultancy companies or consortiums to present a detailed conceptual and methodological framework for developing and implementing each of the work packages (WP) 1-5. The deliverables and activities to be provided under each WP are explained below along with the description of the deliverables:

Neighborhood Concept and Portfolio of Solutions

- **WP1:** Urban Analysis, Vision, Theory of Change, Draft Portfolio of Solutions, Draft Neighbourhood Concept
- **WP2:** Small-Scale Interventions
- **WP3:** Project Concept for Demonstration
- **WP4:** Project Concepts for Tentative Project Applications
- **WP5:** Neighbourhood Concept, Final Portfolio of Solutions

The Neighbourhood Concept should not be envisioned as a legally binding Detailed Development Plan or Development Plan, which require significantly more resources for both preparation and legal approval. Thus, the consultancy should adapt the content of the NC to the existing needs and Zugdidi General Development Plan.

To facilitate potential future integration of deliverables into existing Urban Development Plans for the City, the deliverables should not contradict or violate legal and technical requirements applicable to Development Plan Concepts (DP Concept). This includes adherence to the **“Spatial, Architectural, and Construction” Code of Georgia**, as well as **Government Decree #260 on Spatial Planning and Urban Development**, and relevant annexes. Additional requirements are detailed in the respective Work Packages.

As co-creation and design thinking is crucial for the success of the participatory approach, the consultancy includes a training module for the UL WG members during the preparation of the NC and PoS.

The overall time of the contract should not exceed 18 months.

General provisions

SUD and RA contributions:

- GIZ Regional Advisor (RA) is responsible for facilitating the communication and cooperation between the contractor, UL Working Group and Zugdidi City Hall. RA will organize regular meetings with ULWG to strengthen everyone's involvement and contribution in the process.
- RA supports organizing community engagement meetings and workshops with stakeholders.
- RA will coordinate efforts to identify and address any collaborative needs that arise between SUD project and the parallel projects on mobility and disaster risk management in Zugdidi.

UL Working group contributions:

- UL WG is coordinated by a designated focal point
- UL WG will participate in workshops, public discussions and stakeholder meetings conducted by the contractor
- UL WG focal point ensures communication between the decision makers (Mayor/Delegate of the Mayor) and contractor
- UL WG support the contractor as needed
- City Hall provides baseline studies and available documentation

Joint contributions:

- Every deliverable of this assignment should reflect joint agreements between SUD, ULWG and Contractor. The different stages of deliverables (e.g., outline, initial draft, advanced draft, final version) will be shared with the UL WG group as deemed necessary by the RA. The contractor is responsible for presenting the deliverables to the UL WG. More details on this process will be agreed with SUD and UL WG on kick-off meetings and coordination meetings. The contractor shall provide regular updates to RA (weekly meetings) and UL working group (Monthly or as required by the deliverables),

- The work plan and deliverables in different stage of development will also be presented to the SUD team, and to the Urban Labs observer as deemed necessary by the RA or the SUD project director.
- Final decisions on key documents will be made in agreement with the Mayor or the Mayor's delegate. The UL WG will facilitate this process, with the contractor offering support in terms of argumentation and presentations when necessary. WP activities reflect where key agreements should be made with the mayor.
- The RA and the City Hall provide space for workshops and working sessions with the Urban Lab working group when necessary.
- The contractor will engage collaboratively with the observation team (ACT) to offer critical insights into the planning and design processes of the UL and its associated projects. This collaboration will be facilitated through focused discussions, structured interviews, and the systematic sharing of relevant documentation.

The SUD project might also provide international expertise on PCI projects with a focus on Neighbourhood Concepts and their implementation. The contractor is requested to consider those external inputs. GIZ will facilitate a dialogue between the involved international experts and the contractor.

Work Package 1 – Draft Portfolio of Solutions, Draft Neighbourhood Concept

This initial work package lays the foundation for subsequent phases. It establishes and deepens the context for neighbourhood development of the selected area, offering a clear understanding of the local perspective within the broader urban context. The steps described below are not strictly sequential. The deliverables will be elaborated in an iterative way. Insights gained in one step might inform the previous on, contributing to its refinement.

- Urban Analysis:** The urban analysis includes a stakeholder analysis, SWOT and system analyses, which identifies the relationships between the different components of the urban system, including behaviours of users of the area. The deliverable should also include a set of the thematic maps of the area (scale 1:5000). The maps could be based on the data provided by the municipality and GIZ, as well as field observations and collective intelligence from the area. General Plan and Development Plan already exists in Zugdidi. The only missing information is a topographic map for areas outside the current Development Plan boundaries.
- Outline for stakeholder participation and engagement:** Based on the initial stakeholder map developed during the Urban Analysis, the contractor delivers an outline for stakeholder participation and engagement. The outline along with the map will be refined gradually during the project based on need and results.
- Vision:** Combining the urban analysis with participatory and co-creation activities with the affected population and stakeholders, the contractor will develop a vision for the area - a model for the neighbourhood that encapsulates the core values guiding Zugdidi General Development Plan and takes climate action into consideration. By engaging stakeholders in this process, the vision ensures alignment with neighbourhood priorities, preserving what is valued while steering desired enhancements. The vision will also guide the neighbourhood concept, which will be more detailed and indicate specific interventions. The vision will help city officials to understand and honour the neighbourhood's unique character and aspirations, thus also guiding future infrastructure investments and municipal service improvements. The corresponding deliverable is mainly visual (drawings, photos, simulations) with supplementary

explanations and guiding principles. It is a communication instrument, mainly aiming at citizens, stakeholders, city officials and decision makers.

- d) The **Theory of Change** is a strategic proposal on how the vision can be achieved. It should be based on a system and a SWOT-analysis of the area and the actors involved (see urban analysis above). It answers the following questions: What interventions are needed in the neighbourhood to achieve the vision? Which stakeholders should be involved, and for what purpose? How can these interventions drive the changes needed to achieve the vision? The Theory of Change will guide the contractor and the Urban Lab working group in developing a portfolio of solutions (interventions) and to prioritize them (see WP2-WP5). The deliverable is a document with a plausible argumentation on what should be done in the neighbourhood, suitable for the working group and decision makers. The technical details can be annexed.
- e) The **(draft) Portfolio of Solutions** summarizes the interventions needed to achieve the vision as well as the creative ideas for the whole neighbourhood. It considers the Theory of Change. The co-creation workshops and activities with the affected population and other stakeholders are expected to generate solutions and ideas to address identified challenges or steps toward the vision. The deliverable is a structured collection of project ideas and proposals, of both hard and soft measures, as well as small-, medium-, and large-scale interventions in the neighbourhood area, contributing to achieving the vision and addressing the urban development challenges identified in the urban analysis. The ideas and proposals can be synthesized to reduce their number. The draft portfolio of solutions will explain each project idea and proposal in a way that their contribution to the neighbourhood, their nature and complexity of the intended intervention is sufficiently clear for prioritizing and sequencing them.

In the context of SUD project in Zugdidi, Portfolio of Solutions should primarily address the identified challenges and cover the main topics of the project: waste management, mobility, energy efficiency, climate change adaptation and mitigation through public spaces and sustainable tourism.

- f) The **draft Neighbourhood Concept (NC)** – A Neighbourhood Concept is a non-legally-binding concept that presents a compelling vision for the neighbourhood and the means to achieve it. It serves as a guide for the city administration, citizens, and stakeholders, balancing social, economic, and ecological aspects to improve quality of life, sustainability, and the common good. The draft NC processes existing frameworks, insights and proposals from the analysis, the vision, the theory of change and the PoS to the draft version of a spatial development concept. At this stage, the deliverable is an initial conceptual plan (scale 1:5000) and a text. It should be complemented with visual elements (see vision above), illustrating key ideas.

The activities of WP1 include:

- Kick-off meeting with the SUD team for onboarding.
- Kick-off meeting with UL Working Group to agree on the requirements and content of The NC and PoS.
- Co-creating Local community engagement methodology/plan together with UL working group members and agreeing it with the Zugdidi City Hall.
- Researching international examples of similar area-based development concepts/plans and presenting to the urban lab members and local community.

- Conducting an urban analysis as described above to gather sufficient information and context for effective project preparation through such methods as partner interviews, area mapping, data mapping, focused group discussions and desk research.
- Developing and outline for stakeholder participation and engagement
- Finalising an initial work plan and stakeholder map together with the RA and ULWG. This work plan should serve as the basis for agreements with involved parties, ensuring advance communication for meetings, co-creation, and participatory activities, as well as confirming the needed inputs from the contractor, SUD, specifically from the RA, and from the UL WG.
- Conducting co-creation and participatory activities with the UL WG and stakeholders to identify challenges, development values, and gather ideas for the portfolio of solutions and vision document.
- Refining the approach for designing NC and agreeing on its content (vision, challenge statements, focus themes, etc.).
- Developing and delivering a training to the UL members on the NC design, design thinking and portfolio creation.
- Delivering the development vision, draft PoS, Theory of Change, and draft NC to the UL WG.
- Advising RA on the format and participating in the Urban Lab Launch event to be organized by SUD to present vision and portfolio of solutions to the public.

Coordination and dissemination of the results throughout the project

This section outlines activities focused on the coordination and dissemination of results throughout the entire project duration, which are not specifically covered only under WP1:

- Participating in official meetings with the mayor and national partners to support UL WG in presenting the deliverables and securing key agreements.
- Participating in up to two UPIG meetings as a guest speaker, if required
- Provide updates to ACT team throughout the project duration, up to 4 update meetings/interviews to help elaborate PCI criteria and arrive to joint recommendations on how local urban development practices should correspond to PCI urban development.
- Participate in SUD organized event for urban professionals as a guest speaker

As described above, the work process will include several feedback loops, the deliverables are interconnected with each other. The contractor is requested to present a work plan with intermediate steps or milestones but providing sufficient flexibility. However, the following deadlines for the final (draft) deliverables need to be respected:

Milestones and timeline:

Milestones/process steps/partial services	Deadline
Urban analysis	First version 4 weeks after signing of the contract, might need some refinement afterwards, final version 12 weeks after signing of the contract
Outline for stakeholder participation and engagement	First version 4 weeks after signing of the contract. Review after selection of the small-scale interventions (WP2) to be implemented in the project area

Finalisation of initial workplan	First version 4 weeks after signing of the contract. Review after feedback from UL WG and RA
Conducting participatory and engagement activities	To be implemented in iterations to ensure participatory planning approach is applied through the whole project.
Conducting Design thinking and Co -creation Training	To be conducted 8 weeks after signing the contract.
Vision	To be developed in iterations, version for public discussion 8 weeks after signing of the contract, might need some refinement afterwards, final version 12 weeks after signing of the contract
Theory of change	To be developed in iterations, version for public discussion 8 weeks after signing of the contract, might need some refinement afterwards, final version 12 weeks after signing of the contract
Draft portfolio of solutions	To be developed in iterations, version for public discussion 10 weeks after signing of the contract, might need some refinement afterwards, final draft version 12 weeks after signing of the contract, to be further elaborated in WP 5
Draft Neighbourhood Concept	To be developed in iterations, version for public discussion 10 weeks after signing of the contract, might need some refinement afterwards, final draft version 12 weeks after signing of the contract, to be further elaborated in WP 5

Work package 2 - Small-Scale Interventions for gaining behavioral insights

In parallel with the activities in Work Package 1, and aligned with the theory of change, the contractor will design small-scale interventions (to be financed by SUD) to support the neighbourhood comprehensive vision. Examples of such interventions could include shading infrastructure, level crossings, parklets, or other small-scale solutions. These will be selected in collaboration with the UL WG.

The small-scale interventions should be accompanied by a communication campaign to raise awareness and engage the community. The contractor will design the campaign, focusing on informing the public about the interventions and gathering feedback. The campaign's approach and methods will be developed to support the experiment, ensuring it helps observe community reactions and contributes to refining the Neighbourhood Concept.

The small-scale intervention(s) should be designed based on the theory of change and the draft portfolio of solutions from Work Package 1. SUD will take responsibility for procuring and installing the necessary equipment for the small-scale interventions as well as the communication campaign. This process might take up to 2 months, depending on the interventions.

The specific deliverables are:

- a) A document of up to 5 pages for each intervention, which describes the intervention, its technical parameters (design, if applicable), how the intervention contributes to the development of the neighbourhood, which users are addressed, and the changes that

should be communicated to them (accompanying communication campaign), what reactions or behavioural changes will be observed and how the effect will be monitored. The description includes a cost estimate.

- b) Design and implementation of communication campaign to accompany the implementation of the small-scale interventions.

The activities of WP2 includes:

- Supporting the UL WG in prioritizing solutions from the PoS - based on the Theory of change - determining which small-scale interventions should be implemented first to drive the change needed to achieve the vision.
- Agreement with the Mayor/Delegate of the Mayor of Zugdidi Municipality on small-scale interventions to be implemented.
- Developing selected solutions into the small-scale interventions
- Designing and implementing communication campaign
- Presenting key findings PPT to UL Working Group and relevant partners.

Milestones and timeline:

Milestones/process steps/partial services	Deadline
Based on the draft theory of change and draft portfolio of solutions, supporting UL WG to choose small-scale interventions and present it to the mayor for decision	9 weeks after the beginning of the contract
Design of small-scale interventions	12 weeks after the beginning of the contract
Presentation of small-scale interventions to the working group and the mayor for decision	12 weeks after the beginning of the contract
Design and implementation of communication campaign accompanying small-scale interventions, the NC development process, and reporting	Design of communication campaign to be ready in 12 weeks, then implementation of communication campaign ongoing.
Final Report on results and key findings	10 months after the beginning of the contract

Work package 3 – Concept for a Demonstration Project

To assist the municipality in transitioning from urban planning to implementation, SUD has agreed, through a memorandum of understanding, to co-finance the partial implementation of one of the project ideas from the portfolio of solutions, referred to as the 'Demonstration Project' (besides small-scale interventions). SUD will provide both technical and financial support for the development and execution of this intervention. At present €50,000 with additional 10% co-funding from the municipality has been allocated for the implementation of a demonstration project.

The purpose of the demonstration project is to showcase in an exemplary manner what can be achieved in the area, as a result this “demonstration project” can be considered a partial implementation of the overall NC. The demonstration project should be implemented in a defined spatial area. If deemed more feasible or beneficial in terms of impact and outcomes, the contractor may identify additional or alternative pilot streets. Any such modifications must be agreed upon with the mayor through the RA.

The contractor is required to select up to 3 solutions or proposals from the portfolio of solutions deemed most suitable as implemented demonstration project. The expected deliverable of the

contractor are short project concepts/outlines for each suitable solution. Each concept includes the description of the intended project, an explanation why it could be a good demonstration project in the area context, and a rough cost estimate. This document will be presented to the UL WG and for decision by the mayor, so it needs to provide a level of detail sufficient for decision making.

The concept for the demonstration project will serve as a basis for SUD to procure further expertise for the detailed technical design and financial calculations if necessary. The demonstration project must be implemented by the municipality by the end of Sept 2026. Implementation and detailed technical design are not a deliverable of the contractor.

The activities of WP3 include the following:

- Collaborate with the UL WG to select 3 solutions from the PoS, based on the Theory of Change - determining which interventions should be implemented to drive the change needed to achieve the vision and have the most potential to be developed into a project concept for the demonstration project
- If deemed helpful by the RA and/or the UL WG, present the selected solutions to relevant stakeholders and/or decision-makers to support prioritization and obtain feedback for advancing their design
- Develop draft concepts for suitable demonstration project for decision making by the UL WG and ultimately by the mayor
- Support UL WG to present the selected draft concepts to the mayor and other relevant SUD partners to finalize the decision
- Finalise the concept of the demonstration project

Milestones and timeline:

Milestones/process steps/partial services	Deadline
Initial identification of potential solutions for conversion into demonstration projects	13 weeks after the beginning of the contract
3 draft concepts for demonstration projects elaborated	16 weeks after the beginning of the contract
Presentation of 3 draft concepts for demonstration projects to the working group and the mayor for decision	17 weeks after the beginning of the contract
Final concept of the demonstration project	In 3 weeks after mayor's decision

Work package 4 - Project Concepts for Tentative Project Applications to financiers

To further support the municipality in moving from urban planning to implementation, SUD has agreed to assist the municipality in preparing project concepts that have the potential to secure external financing.

Similar as in W3, based on the portfolio of solutions, the contractor, in collaboration with the UL Working Group (UL WG) and the SUD team, will identify and propose 4 solutions, out of which 2 will be developed into project concepts. The identification of the project concepts should be based on selection criteria developed together with SUD.

Unlike demonstration projects that focus on pilot streets, these project concepts can encompass any part of the project area, even the entire project area. They will provide the foundation for SUD to develop project applications to be presented to third parties by procuring

additional expertise. The project applications themselves, however, are not the final deliverables of the contractor.

After selecting the 4 most suitable solutions - deemed most suitable for developing project applications to financiers in the future considering the requirements provided by SUD - the contractor will draft project concepts (outlines) for these solutions. Each draft concept includes the description of the intended project, an explanation why it would have a significant impact on the area context, and a rough cost estimate. This document will be presented to the UL WG and for decision by the mayor, so it needs to provide a level of detail sufficient for decision making.

Based on the decision, out of 4 draft project concepts, 2 will be selected to be finalised as project concepts by the contractor and serve as a basis for SUD to procure further expertise for the detailed technical design and financial calculations as required by potential financiers (project applications).

The activities of Work Package 4 include the following:

- Collaborate with the UL WG to select up to 4 solutions from the portfolio, that have the most potential to be developed into project applications to financiers
- If deemed helpful by the RA or the UL WG, present the selected solutions to relevant stakeholders to support prioritization and obtain feedback for advancing their design
- Develop up to 4 draft project concepts for suitable solutions for decision making by the Urban Lab working group and ultimately by the mayor
- Support SUD to present the draft project concepts to the mayor to formalize the decision
- Finalize 2 project concepts

Milestones and timeline:

Milestones/process steps/partial services	Deadline
Initial identification of potential solutions for conversion into project concepts (that have the potential to be converted into project applications for funding)	24 weeks after the signing of the contract
Presentation of up to 4 draft project concepts to the working group and the mayor for decision	28 weeks after the signing of the contract
Final design of 2 project concepts	In 4 weeks after the mayor's decision

Work package 5 – Final Neighbourhood Concept, Final Portfolio of Solutions

The Neighbourhood Concept and portfolio of solutions are final deliverables of the entire planning process outlined in the Work Packages. These deliverables should be informed by insights gained throughout the process, including assessments from participatory planning, conclusions from an urban development perspective, and guidance from the Urban Lab working group and the mayor. Final approval of the portfolio and Neighbourhood Concept will require decisions from the Urban Lab Working Group and, ultimately, the mayor to ensure the municipality's ownership and commitment.

The finalized portfolio of solutions outlines prioritized interventions necessary for transforming the Zugdidi business district a pedestrian-friendly, climate resilient neighbourhood and responds to the quality criteria of PCI developed through the project in collaboration with ACT. Unlike the draft portfolio, the final document includes only the measures essential for

implementation in the project area, considering their feasibility and alignment with the municipality's medium-term strategy. This means that each solution should have the potential for integration into the local budgetary plan, either for co-financing or for implementation solely with municipal funds. Therefore, the portfolio must remain manageable for the city administration, avoiding an overwhelming number of proposed measures.

The final portfolio of solutions will explain each solution (project proposal) in a way that its contribution to the neighbourhood, its nature and complexity is sufficiently clear for prioritizing and sequencing the portfolio by the city administration in the short- and medium term. A map indicates the area of implementation of each solution.

The basis created in WP 1, informed by insights gained from WP 2, 3, and 4 as well as the co-creation processes and consultations with SUD and the city will shape the final Neighbourhood Concept. It is an urban integrated development concept for the area. It is not legally binding but is expected to guide decision-making of the municipality for investments, regulations and permits, and other municipal activities. It might also orient, although to a lesser degree, decisions and actions of citizen and the private sector. The NC includes the spatial mapping of the final portfolio of solutions (those that can be spatially translated) and offers textual explanations of how these interventions are crucial for the area's transformation. It also outlines additional measures (soft measures) that can be introduced by the municipality to initiate and accelerate this transformation.

The deliverable will consist of a plan (at a scale of 1:2.000) and accompanying text, enhanced with visual elements (as outlined in WP1) to illustrate key concepts. Additional thematic maps - such as solutions organized by topic, selected areas at a scale e.g. of 1:500, or other components designed to improve public acceptance and usability for city administration - will be developed in collaboration between the contractor and SUD, with guidance from the Urban Lab working group.

For the purposes of this Terms of Reference, the contractor is expected to create one comprehensive map that displays all solutions within the neighbourhood area, along with individual maps for each proposed solution in the portfolio, although solutions could be grouped depending on thematic topics or ease of management for municipal departments. Each of these solution maps should include a detailed section of area plans focusing on infrastructure were applicable.

Work Package 5 activities include:

- Collaborate with the UL WG to agree on the components of the portfolio of solutions as well as thematic maps ensuring they serve as an effective management tool for the future implementation of the concept. Consider results from small-scale interventions, as they may influence the prioritization of solutions.
- Finalise the NC and portfolio of solutions
- Assist the presentation of the deliverables to the mayor and to the public in Zugdidi
- Conduct a public presentation of the final products to urban professionals e.g. in Tbilisi.

Milestones and timeline:

Milestones/process steps/partial services	Deadline
Final portfolio of solutions	10 months after the beginning of the contract
Final Neighbourhood concept	10 months after the beginning of the contract
Public presentation of products	10 months after the beginning of the contract

The deadlines represent the maximum allowable time for delivery, as the timeline for observing small-scale interventions depends on the contractor's proposal. If the final deliverables can be completed earlier, SUD will proceed with remuneration based on the submitted deliverables.

All deliverables should be submitted in digital format, including GIS where applicable, in the Georgian language. Key deliverables may need to be provided in both English and Georgian, as agreed upon by both parties. SUD may require English versions of presentations for deliverables submitted only in Georgian, to facilitate internal sharing and allow international experts and SUD staff to provide feedback on key findings.

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). The tenderer is encouraged to state on alternative (or better) ways to implement the work packages deviating from the initial steps as lined out in the ToR.(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. This includes mapping of the actors (1.2.1) and strategy for establishing cooperation and then cooperation with them (1.2.2.).

The tenderer is required to present and explain its approach to **steering** the measures with the project partners (1.3.1) and provide **results-based monitoring system** – description of contractor's contribution to results monitoring and the associated challenges - related to participation, engagement and small scale-intervention observation (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.

As the Urban Lab approach is novel, the contractor should support SUD in creating a unified understanding of the overall planning approach on the ground towards PCI projects. The tenderer is required to describe its contribution to knowledge management for the partner (1.5.1).

Project management of the contractor (1.6)

The tenderer is required to explain its approach for coordination with the GIZ project. In particular, the project management requirements specified in Chapter 2 (Tasks to be performed by the contractor) must be explained in detail (1.6.1).

The tenderer is required to draw up a **personnel assignment plan** with explanatory notes that lists all the experts proposed in the tender; the plan includes information on assignment dates

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

Further requirements (1.7)

The bidder must provide explanation how - participation (with highlight on gender inclusion), climate orientation and integration will be reached through the project.

4. Personnel concept

The tenderer is required to provide personnel who are suited to filling the positions described, on the basis of their CVs (see Chapter 7), the range of tasks involved and the required qualifications.

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

Team leader

Tasks of the team leader

- Overall responsibility for the advisory packages of the contractor (quality and deadlines)
- Coordinating and ensuring communication with GIZ, partners and others involved in the project, including communicating and presenting key outputs to the decision-makers
- Personnel management, identifying the need for short-term assignments within the available pool of experts, as well as planning and steering assignments
- Together with the Senior Urban Planner, provides strategic and creative direction to the team of experts and co-leads elaboration of the deliverables (urban analyses, vision, theory of change, Portfolio of Solutions, Neighborhood Concept, Small scale interventions)
- Ensures the deliverables respond to the Needs of the stakeholders and SUD project objectives
- Provides strategic and creative guidance on elaboration of the outline for communication with the stakeholders and engagement activities with Urban Lab Working Group
- Provides strategic guidance to the communication expert during the implementation of small-scale interventions
- Regular reporting in accordance with deadlines

Qualifications of the team leader

- Education/training (2.1.1): university degree (Master or comparable) in public administration, governance, social studies, development studies, urban planning or related fields
- Language (2.1.2): C1 - level language proficiency in English
- General professional experience (2.1.3): 15 years of professional experience in the governance, development, regional, landscape and/or urban planning sectors
- Specific professional experience (2.1.4): 5 years in working with Georgian local authorities or national public institutions
- Leadership/management experience (2.1.5): 7 years of management/leadership experience as project team leader or manager in a company
- Regional experience (2.1.6): 7 years of experience in projects in Georgia (region)
- Development cooperation (DC) experience (2.1.7): 3 years of experience in DC projects

- Other (2.1.8): Evidence of leading community engagement activities and cooperation with civil society sector

Key expert 1 – Senior urban planner/designer

Tasks of key expert 1

- Together with the Team Leader, provides strategic and creative direction to the team of experts and co-leads elaboration of the deliverables (urban analyses, vision, theory of change, Portfolio of Solutions, Neighborhood Concept, Small scale interventions)
- Coordinates planning team to ensure cohesive and efficient elaboration of the deliverables
- Leads Neighborhood Planning processes, including co-creation and engagement activities
- Provides strategic guidance on development of Project Concept for Demonstration Project and 2 Project Concepts for Tentative Application for financiers
- Ensures that NC plans and project concepts comply with local and national regulations and policies.
- Contributes to development of PCI quality criteria and ensures PCI quality criteria is met for all Project Concepts
- Presents planning outputs to SUD and its partners

Qualifications of key expert 1

- Education/training (2.2.1): university degree (Master or comparable) in urban planning, urban design, architecture, or related field
- Language (2.2.2): C1 level language proficiency in English
- General professional experience (2.2.3): 10 years in urban planning/design
- Specific professional experience (2.2.4): 6 years' experience in designing for climate-related projects
- Leadership/management experience (2.2.5): 3 years in leading the urban planning, architecture, investment project
- Regional experience (2.2.6): 5 years in experience in Georgia
- Development cooperation (DC) experience (2.2.7): Not applicable
- Other (2.2.8): Evidence of leading community engagement activities and cooperation with civil society sector

Key expert 2 – Community engagement and communication expert

Tasks of key expert 2

- Leads development and execution of participation and engagement activities, including communication outline to guide the team throughout the project
- Contributes to elaboration of urban analyses, vision, theory of change, Portfolio of Solutions, Neighborhood Concept
- Leads elaboration and execution of small-scale interventions, ensures sound monitoring, interprets the data and reports the results
- Contributes to development of PCI quality criteria (especially on participation) and ensures PCI quality criteria is met for all Project Concepts
- Presents planning outputs to SUD and its partners

Qualifications of key expert 2

- Education/training (2.3.1): university degree (Master or comparable) in communication, marketing, behavioral science, public administration or related
- Language (2.3.2): C2 level language proficiency in Georgian
- General professional experience (2.3.3): 7 years in communication or related field
- Specific professional experience (2.3.4): 5 years in working with communication campaign targeted to the local communities in Georgia (6/10 points) including 1 years in coordinating communication campaign (4/10 points)
- Leadership/management experience (2.3.5): Not applicable
- Regional experience (2.3.6): Not applicable
- Development cooperation (DC) experience (2.3.7): Not applicable
- Other (2.3.8): Not applicable

Short-term expert pool with minimum 3 maximum 5

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 bid) for the assessment.

Tasks of the short-term expert pool

- Evaluates existing data and elaborates urban analyses, including by using Geographic Information Systems (GIS) and other tools to map and visualize data to inform planning decisions.
- Elaborates specific technical deliverables for vision, elaboration of Portfolio of Solutions, Neighborhood Concept, Small scale interventions, Project Concept for Demonstration Project and 2 Project Concepts for Tentative Application for financiers
- Facilitates participatory and engagement activities with UL Working Group and affected populations
- Presents planning outputs to SUD and its partners

Qualifications of the short-term expert pool

- Education/training (2.6.1): 2 experts with university qualification (Master or comparable) in urban planning, design or architecture, landscape, environmental science, ecology, circular economy or related (6/10 points); 1 expert with university qualification (Master or comparable) in mobility or related fields (2/10 points); 1 expert with university qualification (Master or comparable) in waste management or related fields (2/10 points)
- Language (2.6.2): 2 experts with C1 level language proficiency in English (7/10 points), 3 experts with C2 level language proficiency in Georgian (3/10 points)
- General professional experience (2.6.3): 2 experts with 5 years of professional experience in the architecture, landscape, urban design urban planning (3/10 points); expert with 2 years of professional experience in the environmental planning, ecology sector, nature-based solutions, sustainability (3/10 points); 1 expert with 3 years of experience in mobility planning; (2/10 points); 1 expert with 3 years of experience in waste management (2/10 points)
- Specific professional experience (2.6.4): 1 expert with 3 years of experience in developing Neighborhood level spatial plans (4/10 points); 1 expert with 4 years of experience in placemaking or design of public spaces or buildings (4/10 points); 1 expert with evidence of designing and executing co-creation sessions (2/10 points)
- Regional experience (2.6.5): 1 expert with demonstrated experience in working within the target Municipality (Zugdidi Municipality)

- Development cooperation (DC) experience (2.6.6): Not applicable
- Other (2.6.7): 2 experts with evidence of advanced knowledge of visualization computer programs such as GIS, CAD, Adobe Suite

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 and overnight accommodation allowances are reimbursed as a lump sum up to the maximum amounts permissible under tax law for each country as set out in the country table in the circular from the German Federal Ministry of Finance on travel expense remuneration (downloadable at <https://www.bundesfinanzministerium.de>).

Accommodation costs which exceed this up to a reasonable amount and the cost of flights and other main forms of transport can be reimbursed against evidence.

All business travel must be agreed in advance by the officer responsible for the project.

Sustainability aspects for travel

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

If they cannot be avoided, CO₂ emissions caused by air travel should be offset. GIZ specifies a budget for this, through which the carbon offsets can be settled against evidence.

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

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Team Leader	1	55	55	
Senior urban planner/designer	1	96	96	
Community engagement, communication expert	1	52	52	
Short-term expert pool	3-5	235	235	

Travel expenses	Quantity	Number per expert	Total	Comments
Per-diem allowance in country of assignment	160			
Overnight allowance in country of assignment	160			
Transport	Quantity	Number per expert	Total	Comments
Travel expenses (train) <ul style="list-style-type: none"> Train tickets from Tbilisi-Zugdidi and Zugdidi-Tbilisi 	180			The costs shall be reimbursed against evidence. Travel within the country of assignment
Other costs	Number	Price	Total	Comments
Flexible remuneration	1	GEL 38.000	GEL 38.000	Please incorporate this budget into the price schedule. Use of the flexible remuneration item requires prior written approval from GIZ.

6. Inputs of GIZ or other actors

GIZ and/or partner municipalities are expected to make the following available:

- Spaces and equipment's for workshops and/or working sessions with the Urban Labs and other stakeholders

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 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 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 shall be submitted in English.

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. Annexes

- Memorandum of Understanding – Zugdidi Urban Lab
- Draft ToR of Zugdidi Urban Lab
- Zugdidi General development Plan
- Zugdidi Municipality Priority Document -2023-2026
- Zugdidi Cultural Development Strategy
- Zugdidi Municipality Investment Profile.
- Municipal bus lines and schedule.