

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

CONFIDENTIAL

Project: Eastern Partnership Regional Project for PAR III

**Project number/
cost centre:**

Activity: Research Study and Curriculum Development on EU
Accession Success Stories and Public Administration Reform

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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
FK	Expert
FKT	Expert days
KZFK	Short-term expert
ToRs	Terms of reference
MPA	Master of Public Administration
OECD	Organisation for Economic Co-operation and Development
PAR	Public Administration Reform I
SIGMA	Support for Improvement in Governance and Management (joint OECD/EU initiative)

1. Context

Brief information about the project

The Eastern Partnership (EaP), launched in 2009 as part of the European Neighborhood Policy (ENP), represents a central framework for strengthening political and economic relations between the European Union (EU), its Member States, and six partner countries from Eastern Europe and the South Caucasus: Armenia, Azerbaijan, Georgia, Republic of Moldova, Ukraine, and civil society in Belarus (currently suspended from official participation).

The last decade has demonstrated how strongly governance and institutional development in these countries are influenced by their relations with the EU. Russia's aggression against Ukraine has created a new geopolitical reality, underlining the importance of European values such as democracy, rule of law, and human rights. In this environment, the EU's support for partner countries has been crucial for strengthening the resilience of societies and institutions.

The project builds directly on this framework. It aims to develop institutional capacities of state organizations, the skills of civil servants, public employees, representatives of academia, young professionals, and decision-makers to better fulfil their roles in implementing administrative reforms.

By strengthening local capacities to analyze data, improving monitoring and reporting systems, and promoting good governance practices, the project contributes to making public administrations more transparent, accountable, and efficient. Targeted measures are implemented under the Regional Project "Administrative Reform in the Eastern Partnership III", with the goal of increasing the tangible benefits of regional cooperation for administrative reform.

These measures include strengthening the decision-making powers of reform-oriented managers and young professionals, enhancing the performance of national and local administrations, fostering peer networks, and improving regulatory frameworks in line with EU standards. The cooperation is guided by the SIGMA Principles of Public Administration, developed by the OECD and the EU, which provide a recognized benchmark for effective and citizen-oriented governance.

Understanding the process of EU integration is essential for students of Public Administration and Good Governance. The EaP experience illustrates how EU frameworks, principles, and cooperation mechanisms drive administrative reforms in diverse national contexts, while also highlighting the challenges countries face in aligning their governance systems with European standards.

Although the EU accession process is central for the region, there is a lack of systematic research that analyzes the experiences of successful candidate countries. This creates an important opportunity to build knowledge relevant to ongoing and future reform efforts in the Eastern Partnership. The proposed study will therefore focus on the EU accession and integration processes with particular attention to two fundamental pillars of reform: negotiation coordination mechanisms and civil service capacity-building. Both are directly aligned with the OECD SIGMA principles on effective governance, policy planning, and professional civil service development. Lessons from countries that joined during the 2004–2013 enlargement waves will be examined to provide concrete insights for Georgia and the wider EaP region.

The overall objective of this study is to generate comparative knowledge on EU accession and integration processes and to translate this knowledge into academic training that directly supports the development of future governance professionals.

The study will conduct comparative research on institutional coordination and capacity-building in selected candidate and member states, while linking these findings to the Eastern Partnership context.

The results will be transformed into an academic syllabus for a Master of Public Administration (MPA) course at the Higher Educational Section/University. In this way, the study will serve both the academic community and practitioners, providing evidence-based insights that strengthen teaching, learning, and reform practice.

For all EaP countries—especially the three EU candidates Georgia, Moldova, and Ukraine—the EU Enlargement Package serves as the main reference point for reform monitoring. The Enlargement Package consists of a set of documents outlining EU enlargement policy, including progress reports for each candidate and potential candidate country. These reports assess compliance with the Copenhagen Criteria, evaluating readiness to assume EU membership obligations across multiple policy areas.

The study will therefore not only provide comparative lessons from earlier enlargements but also situate current EaP countries within this reporting and assessment system. In doing so, it will highlight both achievements and remaining challenges, while underlining the principle that each country's progress toward EU membership depends on its own merit in meeting the criteria, alongside the EU's capacity to integrate new members.

2. Tasks to be performed by the contractor

In order to achieve the objectives outlined in the Context, the contractor will be responsible for implementing a set of interlinked activities that combine research, curriculum development, and knowledge transfer. These services are designed to generate evidence on EU accession processes and to ensure that this knowledge is embedded in academic teaching and practitioner training in Georgia.

The tasks are structured into four Work Packages (WPs), each corresponding to a major output of the assignment. The Work Packages build on one another, beginning with research and analysis (WP1), moving into curriculum development (WP2), preparing a compendium of teaching resources (WP3), and culminating in the creation of an applied casebook (WP4).

The contractor is expected to work in close coordination with the Higher Educational Section/University. GIZ to ensure that all deliverables are academically sound, policy-relevant, and aligned with OECD SIGMA principles and EU accession frameworks.

Work Package 1: Research on EU Accession Success Stories – Building Institutional Capacity

- 1.1 Develop detailed research design, methodology, and work plan
- 1.2 Conduct desk review and analysis
- 1.3 Prepare interview guidelines

- 1.4 Conduct Key Informant Interviews (KIIs)
- 1.5 Process and organize collected data (transcription and processing)
- 1.6 Implement thematic analysis of research data
- 1.7 Develop draft report
- 1.8 Edit pre-final report
- 1.9 Finalize and submit report with annexes
- 1.10 Translate, edit, and proofread the report into Georgian
- 1.11 Design and format the research report

Work Package 2: Educational Syllabus for Master of Public Administration (MPA) Students

- 2.1 Hold consultations with Universities Public Administration Faculty
- 2.2 Conduct review of similar teaching syllabi
- 2.3 Identify relevant materials, textbooks, and readings
- 2.4 Prepare draft syllabus
- 2.5 Ensure compliance with Universities quality standards
- 2.6 Translate, edit, and proofread the syllabus into Georgian
- 2.7 Finalize syllabus with annexes (exam bank, test bank, open questions, discussion topics)

Work Package 3: Course Compendium

- 3.1 Develop template for the course reader
- 3.2 Build annotated source matrix (key articles, reports, standards + links)
- 3.3 Draft 14 session briefs (summary of key concepts, annotated readings, links)
- 3.4 Revise and integrate internal review feedback
- 3.5 Finalize and format compendium (language edit, references, hyperlink checks, layout)
- 3.6 Translate, edit, and proofread the compendium into Georgian

Work Package 4: EU Accession Teaching Casebook

- 4.1 Develop outline and identify 5–7 cases for the casebook
- 4.2 Collect data for case studies
- 4.3 Prepare draft casebook
- 4.4 Conduct peer review of pre-final casebook
- 4.5 Finalize casebook based on peer review feedback
- 4.6 Translate, edit, and proofread the casebook into Georgian

Milestones/process steps/partial services	Deadline/place/person responsible
Research, drafting, internal review (Final Research Report)	End of December 2025
Academic design and drafting (Pre-final MPA Syllabus + Draft Course Compendium)	End of March 2026
Final editing, integration, validation (Final Casebook + Final MPA Syllabus)	End of June 2026

Period of assignment: from 30 December 2025 until 30 June 2026.

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.

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.

Key Expert 1

Tasks of the Expert 1 - Overall responsibility for WP1 (Research) in full and Partial oversight of WP4 (4.1, 4.3, 4.3)

Qualifications of the Expert 1

- Education/training (2.1.1): university degree (German 'Diplom'/Master) in Public Administration, Public International Law, Political Science, European Studies, or related field
- Language (2.1.2) C1 level English proficiency
- General professional experience (2.1.3) 10 years of professional experience in the institutional Development, Policy Research, PAR sector, Experience in academic teaching, in Higher Educational Section or/and Universities.

- Specific professional experience (2.1.4): At least 7 years of experience in comparative analysis, policy analysis, drafting of strategic documents, legislation, monitoring & evaluation systems and drafting of analytical reports.
- Leadership/management experience (2.1.5): Minimum 7 years of management/leadership experience as a project team leader or equivalent, including coordination of multi-country or multi-stakeholder projects.
- Regional experience (2.1.6): : Minimum 5 years of professional experience in the Eastern Partnership (EaP) region, of which at least 2 years in Georgia or comparable EU candidate countries.
- Development cooperation (DC) experience (2.1.7): At least 5 years of experience working on donor-funded projects (EU, GIZ, World Bank, etc.).
- Other (2.1.8): track record in designing and conducting high-quality comparative research and evaluations

Key Expert 2

Tasks of key expert 2 Responsible for WP2 (Syllabus), WP3 (Compendium), and partial responsibility of WP4 (peer review, finalization, translation/formatting). (4,4, 4.5, 4,6)

Qualifications of key expert 2

- Education/training (2.2.1): Master's degree in Education, Public Administration, Political Science, or related field
- Language (2.2.2): C1 level English proficiency
- General professional experience (2.2.3): Minimum 7 years of professional experience in curriculum development and/or training of civil servants. , Experience in academic teaching, previous work at the Higher Educational Sector/Universities
- Specific professional experience (2.2.4): At least 5 years of experience in designing higher education curricula and academic materials, including case studies and compendia.
- Leadership/management experience (2.2.5): Minimum 3 years of experience coordinating education/training projects or managing academic programmes.
- Regional experience (2.2.6): Minimum 5 years of experience in the Eastern Partnership region or/and South Caucasus, including Georgia.
- Development Cooperation (DC) experience (2.2.7): At least 3 years of experience working on donor-funded projects, preferably in higher education or governance sectors
- Other (2.2.8): Familiarity with OECD SIGMA principles and evidence of contributing to capacity-building in public administration.

Soft skills of team members

In addition to their specialist qualifications, the following qualifications are required of team members:

1. Team skills
2. Initiative
3. Communication skills

4. Socio-cultural skills
5. Efficient, partner- and client-focused working methods
6. Interdisciplinary thinking

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

5. Costing requirements

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Key expert 1 (Research and Study)	1	42	42	Covers WP1 (Research) in full and WP4 (outline, data collection, draft casebook). Includes responsibility for inception, analysis, draft/final reports, and steering.
Key expert 2 (Development of Syllabus and Course Materials)	1	41	41	Covers WP2 (Syllabus) and WP3 (Compendium) in full and WP4 (peer review, finalization, translation coordination). Includes responsibility for academic integration and curriculum design.

6. Requirements on the format of the tender

The structure of the tender must correspond to the structure of the ToR. In particular, the detailed structure of the concept (Chapter 3) should be organised in accordance with the positively weighted criteria in the assessment grid (not with zero). The tender must be legible (font size 11 or larger) and clearly formulated. It must be drawn up in English 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.

8. Data Protection, Coordination and Visibility

The Performance of the contract is not associated with the processing of personal data by the tenderer.

9. Conditions and Payment Terms

- Payment for the service will be affected after fulfilment of the assignments, provision of performance and approval by GIZ:
- The first interim payment can be affected after the accomplishment of Milestone 3 according to the Milestones outlined in Chapter 2.
- The second interim payment can be affected after the accomplishment of Milestone 5 according to the Milestones outlined in Chapter 2
- Final payment will be affected after provision of the final report for accomplished works and approval by GIZ.