

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

Local consultancy support for the development of regional level integrated passenger transport services in Adjara	Project number/ cost centre: 23.2129.7-001.00
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0. List of abbreviations

AG	Commissioning party
AN	Contractor
AR	Autonomous Republic
AVB	General Terms and Conditions of Contract for supplying services and work 2023
BMZ	German Federal Ministry for Economic Cooperation and Development
CG	Project 'Sustainable and connected mobility in Georgia' (Connect Georgia)
FK	Expert
FKT	Expert days
GHG	Greenhouse Gas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH/German Development Cooperation
KE	Key expert
KfW	German state-owned investment and development bank
KZFK	Short-term expert
LTA	Land Transport Agency of Georgia
MIA	Ministry of Internal Affairs
MoESD	Ministry of Economy and Sustainable Development of Georgia
MoFEA	Ministry of Finance and Economy of Adjara
RIA	Regulatory Impact Assessment
RTA	Regional Transport Authority
TL	Team leader
ToR	Terms of reference
WG	Working group

1. Context

Background

The Georgian transport sector experiences rapid growth, including an increasing use of private cars. As a result, GHG emissions in the transport sector are projected to increase by more than 70% between 2015 and 2030 driven primarily by the continuing growth of road passenger transport, that forms the sector as one of the largest contributors to greenhouse gas (GHG) emissions in Georgia (33% of energy-related emissions). Particularly passenger transport sector is facing many challenges including informal nature of services, leading to poor connectivity and unreliable services, road safety and affordability issues. Lack of reliable public transport services, especially in regions creates barriers of mobility and accessibility particularly for women. Lack of connectivity undermines opportunities of inclusive and even development of the country.

The Ministry of Economy and Sustainable Development of Georgia, in collaboration with the Land Transport Agency, has initiated reforms in the intercity passenger transport sector. These reforms aim to regulate the largely deregulated sector and enhance road safety. The new legislation defines intercity passenger transport services as any passenger transport services that cross municipal border. It requires obtaining licenses from all intercity operators and bus stations and restricts mini-bus operation on routes longer than 150 km. The new requirements will enter force gradually from March 2025. LTA is responsible for issuing permits, while municipalities will be responsible for approval of intercity bus station locations within their border, LTA and MIA are responsible for the enforcement.

In parallel with support of central government, regional municipalities have procured buses. Three municipalities of Adjara purchased four buses in total (Khulo – two, Shuakhevi and Keda- one for each). All three municipalities decided to operate buses on the same regional route (intercity route per new legislation) towards and from regional centre Batumi. Despite investments in bus fleet, development of passenger transport services in regions are associated with many challenges, such as lack of sound legal-institutional framework, lack of clearly defined responsibilities between municipal, regional and national authorities, lack of experience in existing municipal and regional structures in planning and management of passenger services, oversaturation of the market with informal and uncomfortable private service providers (e.g. marshutkas), lack of data on existing ridership and potential demand etc.

Project Connect Georgia

GIZ bilateral project 'Sustainable and connected mobility in Georgia' (Connect Georgia) commissioned by BMZ from October 2023 until July 2026. On municipal level the project supports strengthening the city administrations of Tbilisi and Batumi by implementing concrete measures to improve the existing transport and mobility systems. The project advises the responsible ministries on improving the framework conditions to develop drafts for improved national transport policy for sustainable and connected urban and regional mobility. In particular, the project supports MoESD and Land Transport Authority in the process of implementing and refining the Intercity Passenger Transport Reform. The project also supports the regional government of A.R. of Adjara to formalize regional/intercity transport through the development of a pilot Regional Transport Alliance (RTA) in the region. The RTA is envisaged as the form of cooperation of Adjara municipalities with the mandate for the management of regional/intercity transport systems and the enforcement of vehicle standards. The task is closely tied to the national legal framework and ongoing intercity passenger transport reform.

Adjara Regional Transport Alliance and Existing Situation

Connect Georgia project aims to assist Adjara government and municipalities in developing a formalized and integrated passenger transport network for the region, including network planning, identification of right organizational and business model and improvement of access to finances. A working group consisting of decision making and technical levels of regional government, municipalities and operator companies, as well as MoESD and LTA representatives has been established to ensure proper project steering and effective decision-making.

With support of CG first version of route of regional network was pilot in July 2024 with four new buses (Khulo, Shuakhevi, Keda) connecting respective municipalities with Batumi. Consultants hired by the project suggested several options for bus operator arrangements, routes and schedules, integrated ticketing and payments systems. With the decision of municipalities, the buses are currently operated separately by three different companies – in Khulo and Keda buses are operated by existing municipal companies (Khulo Transport Ltd and Keda Autotransport Enterprise Ltd). While Shuakhevi did not have operating company Batumi Autotransport (Batumi municipal company) was selected through tender procedure. At the first stage municipalities also chose to run each bus for only one round trip per day. Khulo runs buses in the morning from Khulo to Batumi and from Batumi to Khulo, and in opposite direction in the evening. Shuakhevi and Keda buses run in the morning from Batumi towards municipalities and evening back towards Batumi. The integration of four buses within one payments and tariff structure, and installation of payment systems is planned for next stages.

Besides described services there are several lines between Batumi Khelvachauri and Batumi Kobuleti operated by municipalities and falling under the inter-city service definition according to the new legal framework. Kobuleti Trans regulation LLC operates intercity route towards Batumi. Batumi Autotransport based on cooperation agreement between municipalities operates around 100 minibuses and 16 buses on routes connecting Batumi and Khelvachauri Municipalities. There are plans to add more 12 buses on the routes from Batumi towards Khelvachauri center and Sarpi border crossing. Additionally, many private mini-bus services are operating on intercity routes with varying level of frequency and reliability. There are many overlapping services by different operators, no integration in terms of schedules, tariffs and payment systems, resulting in ineffective and uncomfortable services for population. The pilot project also showcased that there is mismatch between the demand and service offer. While minibuses from upper municipalities (Khulo, Shuakhevi) often must run half empty, or do cancel their scheduled routes due to lack of demand, from Shuakhevi, Keda and Khelvachauri, especially during peak hours for schools and universities there is high demand and overcrowding in small sized vehicles. Feeder routes from municipal centres to the villages are either lacking or unreliable due to low demand. Rather than being integrated, separately owned and operated lines are in competition with each other leading to ineffective system. Integration and optimization of network on regional level proves challenging as there is no overarching legal-institutional framework for efficient management of the integrated system.

Connect Georgia project hired an international consultancy for planning of an integrated passenger transport network for Adjara region, including both municipally and privately operated routes. Network Plan will include 3 stages:

- short-term with existing bus and mini-bus fleet
- medium with additional 10-12 buses, potentially received through KfW grant as component of Hydrogen Production project.

- long term connected to potential investments.

Implementation of integrated network also requires development of organizational and business models, support in incremental transformation of the existing system, as well as improvement of national legal framework.

The national consultant hired through this tender will be responsible for the beforementioned topics, as well as for the support of the international consultant in network planning by bringing local knowledge and experience. The tasks are given below in detail. Close cooperation is expected between international and national contractors to ensure high quality of deliverables.

2. Tasks to be performed by the contractor

The overall objective of the assignment is to a) develop regional level integrated formal passenger transport services in Adjara a) to improve national level intercity passenger transport legal-institutional framework.

The assignment consists of several interrelated components.

Component 1: support international consultant on Adjara integrated passenger transport network planning and organizational development by local consultant.

Component 2: on demand support of Adjara RTA WG in incremental implementation of integrated formal passenger transport services.

The contractor is responsible for providing the following services:

Component 1. Local support for Adjara integrated passenger transport network planning and organizational development

- 1.1. Support in development of data collection methodology and stakeholder engagement plan. *In this task the main lead is the international consultant hired by GIZ.*
- 1.2. Implementation of data collection and stakeholder engagement (please see note above).
- 1.3. Support in data analysis. *In this task the main lead is the international consultant hired by GIZ.*
- 1.4. Support in development of network scenarios. *In this task the main lead is the international consultant hired by GIZ.*
- 1.5. Support in development of final network plan –with three stages (short-, medium and long -term) of implementation. *In this task the main lead is the international consultant hired by GIZ.*
- 1.6. Development of institutional/organizational model for the first stage network, including assessment of the existing legal-institutional framework for intercity passenger transportation.
- 1.7. Support in planning of local workshops and meetings including kick-off meeting and 2 RTA WG workshops. *In this task the main lead is the international consultant hired by GIZ.*

Deliverables:

- For data collection and stakeholder engagement: Organized and cleaned data sets, GIS files, data analysis reports, focus group and interview reports. May vary depending on the methodology.

- Report and presentation on recommendations for institutional/organizational model for the first stage network.

Component 2: On demand support of Adjara RTA WG in incremental implementation of Adjara Passenger Transport Network

This component aims to support Adjara RTA WG – Adjara government, municipalities and operator companies in implementation of regional passenger transport services. The support will run from start to finish of the contract period based on the request of the partners. This includes topics such as:

- Service network, scheduling and everyday bus operations.
- Payment systems, tariff integration and subsidies.
- Agreements, contracting, tenders and legal documents.
- Organizational development and capacity building.
- Acquiring licensing for intercity passenger transport from LTA.
- Participation in WG meetings, preparing presentations etc.

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

Milestones/process steps/partial services	Deadline/place/person responsible
Component 1	
1.1. Support in development in development of Data Collection Methodology and Public Participation Plan.	21 st February 2025, TL, KE1
Support in planning and participation in Project kick-off	21 st February 2025, Batumi, TL, KE1, KE2, KE3
1.2. Implementation of ridership data collection and stakeholder engagement. 1.3. Support in data analysis.	30 th of May 2025, Adjara, TL, KE1
1.4. Support in development of network scenarios.	28 th of November 2025, TL, KE1
Support in planning and participation in WG Workshop on network scenarios	28 th of November 2025, Batumi, TL, KE1
Support in planning and participation in the final workshop on final network plan and organizational model. Presenting draft of task 1.6	27 th of February 2026, Batumi, TL, KE1, KE2, KE3
1.5. Support in development of final network plan –with three stages (short-, medium and long -term) of implementation	31 st of March 2026, TL, KE1
1.6. Development of institutional/organizational model for the first stage network	31 st of March 2026, TL, KE1, KE2, KE3
Component 2	July 2026, TL, KE1, KE2, KE3

Period of assignment: from 14.02.2025 until 31.07.2026.

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 present the actors relevant for the services for which it is responsible and describe the **cooperation (1.2)** with them.

The tenderer is required to present and explain its approach to **steering** the measures with the project partners (1.3.1).

The tenderer is required to create an **operational plan** or schedule (1.4.1) that describes how the services according to Chapter 2 (Tasks to be performed by the contractor) are to be provided. In particular, the tenderer is required to describe the necessary work steps and, if applicable, take account of the milestones and **contributions** of other actors (partner contributions) in accordance with Chapter 2 (Tasks to be performed) (1.4.2).

The tenderer is required to draw up a **personnel assignment plan** with explanatory notes that lists all the experts proposed in the tender; the plan includes information on assignment dates (duration and expert days) and locations of the individual members of the team complete with the allocation of work steps as set out in the schedule.

The tenderer is required to describe its **backstopping concept**. The following services are part of the standard backstopping package, which (like ancillary personnel costs) must be factored into the fee schedules of the staff listed in the tender in accordance with Section 3.3.1 of the GIZ AVB:

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, international consultancy working on the Network Plan of Adjara and others involved in the project.

- Personnel management, identifying the need for short-term assignments within the available budget, as well as planning and steering assignments and supporting local and international short-term experts.
- Regular reporting in accordance with deadlines.

Qualifications of the team leader

- Education/training (2.1.1): university degree (German 'Diplom'/Master) in Law Public administration, Finances, Economics, Civil Engineering, Transport Planning, or a related field.
- Language (2.1.2): C1-level language proficiency in English
- General professional experience (2.1.3): 6 years of professional experience in project management and team leadership.
- Specific professional experience (2.1.4): 3 years of professional experience related to transport sector.
- Leadership/management experience (2.1.5): N/A
- Regional experience (2.1.6): 2 years of experience in projects in regions of Georgia
- Development cooperation (DC) experience (2.1.7): 3 years of experience in DC projects

Key expert 1 – Public Transport Planner

Tasks of key expert 1

- Supporting international consultancy team in development of methodology for ridership data collection and stakeholder engagement.
- Managing and leading data collection process and field works.
- Managing the data analysis process and quality of deliverables.
- Supporting Adjara RTA WG requests in regard to network plans, services, schedules etc.
- Supporting workshop and meeting organization, participating in meetings.
- Contributing to other tasks with insights from the public transport service, operations and network perspective.

Qualifications of key expert 1

- Education/training (2.2.1): university degree (German 'Diplom'/Master) in Civil Engineering, Transportation Planning, Urban Planning, or a related field.
- Language (2.2.2): C1 -level language proficiency in English
- General professional experience (2.2.3): 6 years of professional experience in the transport sector.
- Specific professional experience (2.2.4): 3 years of professional experience in public transport planning, ridership data collection and qualitative data collection.
- Leadership/management experience (2.2.5): 2 years of experience in managing transport data collection processes.
- Regional experience (2.2.6): 2 years of experience in projects in regions of Georgia
- Development Cooperation (DC) experience (2.2.7): 3 years of experience in DC projects

Key expert 2 – Financial Expert

Tasks of key expert 2

- Contributing to development of methodology for data collection and stakeholder engagement particularly from financial point of view.
- Participations in data collection, interviews, focus group meetings for the collection of data relevant for finances.
- Development of institutional/organizational model for the first stage network plan for Adjara, including financial analysis, subsidy levels, contributions etc.
- Developing solutions on Adjara RTA WG request in the process of implementation.
- Participation in workshops, meetings presentations.

Qualifications of key expert 2

- Education/training (2.3.1): university degree (German ‘Diplom’/Master) in Finance, Economics, or a related field.
- Language (2.3.2): C1 -level language proficiency in English
- General professional experience (2.3.3): 6 years of professional experience in the finances, financial management and economic model analysis.
- Specific professional experience (2.3.4): 3 years of professional experience in financial management, financial analysis, investment planning and budget planning in public transport sector.
- Leadership/management experience (2.3.5): N/A
- Regional experience (2.3.6): 2 years of experience in projects in regions of Georgia.
- Development Cooperation (DC) experience (2.3.7): 3 years of experience in DC projects

Key expert 3 – Legal-Institutional Expert

Tasks of key expert 3

- Contributing to development of methodology for data collection and stakeholder engagement particularly from legal, institutional and organizational perspective.
- Participations in data collection, interviews, focus group meetings for the collection of data relevant for legal, institutional and organizational perspectives.
- Development of institutional/organizational model for the first stage network plan for Adjara.
- Developing legal support and organizational solutions on Adjara RTA WG request in the process of implementation.
- Participation in workshops, meetings presentations.

Qualifications of key expert 3

- Education/training (2.4.1): university degree (German ‘Diplom’/Master) in Law, Public Administration, or a related field.
- Language (2.4.2): C1 -level language proficiency in English
- General professional experience (2.4.3): 6 years of professional experience of legal practice.
- Specific professional experience (2.4.4): 3 years of professional experience in legal practice regarding transport sector and regulations.
- Leadership/management experience (2.4.5): N/A
- Regional experience (2.4.6): 2 years of experience in projects in regions of Georgia.

- Development Cooperation (DC) experience (2.4.7): 3 years of experience in DC projects

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
Teal leader	1	25		Total days are given summed by separate components: Component 1: 15 days, Component 2: 10 days,
Key expert/Transport planner	1	35		Component 1: 30 days, Component 2: 5 days,
Key expert/Financial expert	1	15		Component 1: 5 days, Component 2: 10 days,
Key expert/Legal-institutional expert	1	20		Component 1: 10 days, Component 2: 10 days,

Travel expenses	Quantity	Number per expert	Total	Comments
Overnight allowance in country of assignment	52	-	52	accommodation allowance is for kick-off meeting, workshops, data collection and for all other contract related travels <i>(only for the key experts, excluding field work team)</i> . Component 1: 28 nights Component 2: 24 nights
Transport	Quantity	Number per expert	Total	Comments
Travel expenses (train, car) • Train tickets	48	-	48	Train ticket prices <i>(only for the key experts, excluding field work team)</i> . For more travel information please see chapter 6 of the ToR.
Other costs	Number	Price	Total	Comments
Flexible remuneration		5000		Where a flexible remuneration item is contractually agreed, the contractor shall be permitted to exceed the contractually agreed quantities up to the amount of the flexible remuneration item, taking into account the contractually agreed individual rates and bases for invoicing. The flexible remuneration item covers costs only for items listed where these are contractually agreed. Use of the flexible remuneration item must be approved by GIZ in writing before the costs in question are incurred.
Field work costs	1	30 000	30 000	This is the maximum budget dedicated to the actual field work: including daily remuneration and travel budget for the field work team, and/or costs of materials and special equipment. The budget will be defined and agreed with GIZ after the methodology has been developed by international and local consultant

				and agreed with GIZ. For costs of premises for workshops/meetings see Chapter 6. NOTE: field work costs should not be part of the financial offer submitted by the pretendent.
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6. Inputs of GIZ or other actors

GIZ are expected to make the following available:

- Provide workstations on GIZ premises in Batumi Office.
- Organizing transportation services on-site of field works with a vehicle in cases where no train route is available.
- Logistics and costs for workshops: venue, catering, translation services.
- Support in communication with project partners such as MoESD, LTA, Adjara government and municipalities etc.

7. Requirements on the format of the tender

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

The complete tender must not exceed 10 pages (excluding CVs). If one of the maximum page lengths is exceeded, the content appearing after the cut-off point will not be included in the assessment. External content (e.g. links to websites) will also not be considered.

The CVs of the personnel proposed in accordance with Chapter 4 of the ToRs shall not exceed 4 pages each in English. They must clearly show the position and job the proposed person held in the reference project and for how long.

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. (Please refer to and fill in the Annex 4)