

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

CONFIDENTIAL

GEDSI Assessment of Road-Based Public Transport in INMOTION Pilot Regions (Phase 1)	Project number/ cost centre: G-012535-001 Tender number 10041265
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0. List of abbreviations

AVB	General Terms and Conditions of Contract for supplying services and work
BMZ	German Federal Ministry for Economic Cooperation and Development
CPTED	Crime Prevention Through Environmental Design
FGD	Focus Group Discussion
GEDSI	Gender Equality, Disability and Social Inclusion
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
INMOTION	Indonesian Mobility for Integrated Transport Solutions (Project)
KII	Key Informant Interview
NGO	Non-Governmental Organisation
PwD	Persons with Disabilities
SECO	Swiss State Secretariat for Economic Affairs
SLA	Service Level Agreement
ToRs	Terms of reference

1. Context

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH is Germany's central organisation for international cooperation, and a global service provider in the field of international cooperation for sustainable development. GIZ is dedicated to shaping a future worth living around the world. As the third largest democracy and the fourth largest country in terms of population, Indonesia has been a partner country of German Development Cooperation since 1958 and one of the Global Partners of the German Federal Ministry for Economic Cooperation and Development (BMZ).

BMZ, in collaboration with the Swiss State Secretariat for Economic Affairs (SECO) and the Ministry of Transportation of Indonesia, initiated a project titled the Indonesian Mobility for Integrated Transport Solutions (INMOTION). The project is designed to support the Indonesian government in a transformation towards an integrated and sustainable urban public transport with four objectives:

1. Foster collaboration among urban and metropolitan regions to develop integrated public transport systems
2. Equip transport agencies and companies with knowledge tools for the implementation of integrated public transport
3. Establish agreements between transport companies, local authorities, and organisations on public transport services integration in pilot cities
4. Prepare a nationwide financial mechanism to increase investment for the integrated public transport system

To achieve these objectives, the project focuses on strengthening the governance capacities of municipal and regional administrations, enhancing the competencies of mobility providers to innovate their business models and adopt new technologies, and developing urban public transport as an ecosystem where stakeholders interact with shared objectives while clearly defining their roles and business models. These efforts aim to ensure a sustainable and integrated approach to public transport development.

This activity will advance inclusive, safe, and accessible urban mobility in INMOTION's pilot regions by diagnosing gender equality, disability, and social inclusion (GEDSI) barriers across the transport system, with a deep dive on road-based mass transport system and eventually translating evidence into prioritised, feasible actions, contract and policy improvements, and institutionalised sex-, age-, and disability-disaggregated data practices. By embedding GEDSI standards into planning, operations, and Service Level Agreements, the assessment directly supports INMOTION's objectives to build integrated systems, strengthen institutional and operator capacities, and prepare sustainable financing by clarifying requirements and measurable outcomes for inclusive public transport.

Integrated public systems can only function effectively when they are designed around the needs of their users. International experience demonstrates that transport systems which are safe, accessible, and responsive to diverse user groups achieve higher utilisation rates, stronger public confidence, improved operational performance, and greater long term financial sustainability. Conversely, barriers faced by women, person with disabilities, older persons, and caregivers often reveal broader system weaknesses that affect all users. Addressing these barriers therefore contributes not only to social inclusion objectives but also to improved service quality, institutional performance, and transport system effectiveness.

This assignment serves as a preliminary analytical phase to inform the subsequent development of a national/local guidelines on GEDSI-sensitive public transport systems and services, as well as capacity development efforts targeting subnational governments. This assessment will also identify how GEDSI considerations can be integrated into future transport investments, operational improvements, and financing mechanisms. By clarifying practical standards, performance indicators, and institutional responsibilities, the assignment will contribute to the development of investment-ready approaches that support inclusive and sustainable urban mobility.

INMOTION is designed as a policy-to-implementation and implementation-to-policy platform. Through pilot cities interventions, the project generates practical evidence, lesson learned, and scalable

approaches that can inform future transport policies, institutional reforms, and financing mechanisms. This assessment contributes to that objective by translating user experience and institutional realities into actionable recommendations for transport transformation.

2. Tasks to be performed by the contractor

This assignment (Phase 1) is the diagnostic stage of a two-phase GEDSI assessment under the INMOTION initiative. Its objective is to establish a rapid, evidence-based baseline on women's mobility patterns, safety conditions, institutional/policy frameworks, and contractual arrangements in the three pilot regions, through desk review, targeted consultations (FGDs, KIIs), and field verification (single-corridor safety walks, draft journey mapping).

Phase 1 outputs are deliberately indicative rather than exhaustive. They are designed to surface priority issues and scope the deeper work to follow.

Phase 2 will build directly on these outputs, expanding their depth and coverage; disaggregated mobility data, multi-corridor safety assessments, full standards and budget benchmarking, contract compliance review, and a dedicated workforce inclusion assessment and consolidating both phases into a GEDSI roadmap with recommendations for transport planning, operational procedures, service standards, contracts, and investment programming at regional and national levels.

The Contractor is expected to structure all Phase 1 outputs (data tools, consultation records, draft analyses) to ensure continuity and ease of handover into Phase 2.

The contractor is responsible for providing the following services:

Pillar A – Women's Mobility and Safety

A1. Women's Mobility Patterns

- Review available data on trip purposes, time-of-day travel, and caregiving-related mobility in each region
- Document key constraints to women's travel (affordability, reliability, crowding, safety) using existing studies and operator data
- Conduct 1 focus group discussion (FGD) per region with women and/or caregivers (3 FGDs total), to consult and present key findings from the desk review and gain additional input from participants
- Integrate all information into one chapter, to be incorporated into the final document

Note: Detailed data, disaggregation audit, chain trip mapping and Origin-Destination analysis will be covered in Phase 2

A2. Safety in Transport and Public Spaces

- Review of available crime, harassment, and abuse prevalence data, reporting pathways, and CPTED assessments in each region
- Conduct 2 safety walks per region on 1 priority corridor (day & evening time if possible)
- Document actual conditions including availability of hotspots, lighting, sightlines, help points, and signage on the assessed corridor and provide common recommendations
- Key informant interviews (KIIs): 2–3 per region with city agency, operator, and/or NGO representative
- Develop draft journey mapping including the stages, actions & thoughts, emotional curve, barriers and opportunities for a woman daily commuter and/or evening worker and/or woman with disability

Note: Safety walks and full journey mapping on multiple corridors will be done in Phase 2

Pillar B – Governance, Institutional Readiness and Service Accountability

B1. Policy and Institutional Framework

- Desk review of national and local frameworks: gender equality laws, disability rights, transport policy, public space standards
- Assessment of the workforce inclusion (roles, recruitment, facilities, anti-harassment policies)
- Assessment of monitoring and enforcement mechanisms for each region
- Develop draft standards benchmarking for the national and local frameworks

Note: Detailed budget analysis and full standards benchmarking will be done in Phase 2

B2. Service Accountability and GEDSI Governance

- Review of operator contracts or Service Level Agreements/SLAs per region for GEDSI clauses (accessibility standards, safety provisions, penalties, etc)
- Document gaps between stated commitments and observed conditions
- Assess potential operational and business benefits associated with improved accessibility, safety, and user experience, including implications for ridership, customer satisfaction, and service quality

Note: Full compliance monitoring review will be conducted in Phase 2

Method	Pillar	Per Region	Total
Desk review (policies, studies, contracts)	A, B	Continuous	Continuous
Focus group discussion (women, caregivers, etc)	A1	1 FGD	3 FGDs
Key informant interviews	A2, B	2-3 KIIs	6-9 KIIs
Safety walks (daytime & evening, 1 corridor)	A2	2 walks	6 walks
Contract / SLA review	B2	1-2 docs	3-6 docs
Comparative analysis and report writing	All	-	1 report

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

All Phase 1 written deliverables (Inception Report, City Diagnostics, Field Data Collection notes, and Draft Baseline Assessment Report) shall be submitted in Bahasa Indonesia.

The Final Report shall be submitted in Bahasa Indonesia, accompanied by an executive summary in English. All presentation slide decks shall be prepared as two separate files; one in Bahasa Indonesia, one in English.

Milestones/partial works	Deadline/place/person responsible	Criteria for acceptance / Payment
Inception Report: detailed work plan, stakeholder mapping, and data collection tools	Week 2/Meeting/Consultant	Presentation + Word/PPT sent via email Advance Payment
City Diagnostics: review summaries per region (policies, contracts, studies, existing data)	Week 5/Meeting/Consultant	Presentation + Word sent via email

Field Data Collection: FGD notes, KII notes, safety walk reports	Week 9/Meeting/Consultant	FGDs conducted + Word/Excel sent via email
Draft Baseline Assessment Report: all data analysis, comparative benchmarking	Week 13/Consultant	Presentation + Word sent via email
Final Report: incorporating feedback, comprehensive analysis of phase 1 work, recommendations (interim and for phase 2)	Week 15/Consultant	Word/PDF sent via email Final Payment

Period of assignment: **from 31 Augustus until 21 December 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) and its contribution to the **results-based monitoring system** (1.3.2).

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

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.

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 3.1 of the GIZ AVB:

- Service-delivery control
- Managing adaptations to changing conditions
- Ensuring the flow of information between the tenderer and GIZ
- Assuming personnel responsibility for the contractor's experts
- Process-oriented steering for implementation of the commission
- Securing the administrative conclusion of the project

Further requirements (1.7)

The tenderer needs to have the following experience:

- Proven experience working with the Government of Indonesia, particularly at the sub-national level.
- Demonstrated experience in gender-responsive transport, urban mobility, or GEDSI research.
- Familiarity with the relevant national context (one consultant per region preferred, or a lead consultant with regional research partners).
- Experience facilitating FGDs and conducting KIs with women, community groups, and government stakeholders.

The tenderer is required to consider and utilise:

- Inclusion, Safeguarding and Ethics
 - Informed consent; anonymity and data protection.
 - Accessible venues and materials.

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 and Transport Systems, Policy & Contracting

Tasks of the team leader

- Overall responsibility for the advisory packages of the contractor (strategy, quality and deadlines)
- Coordinating and ensuring communication with GIZ, partners, beneficiaries and others involved in the project
- Personnel management, in particular 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
- Lead desk review of national and local laws, policies, and institutional arrangements relevant to gender equality, disability rights, transport, and public space safety
- Review data of women and PwD's mobility patterns and safety in transport and public spaces across pilot regions
- Assess BRT/Urban transport service performance against GEDSI-relevant standards
- Assess accessibility conditions across the urban transport system, including stations, fleet, pedestrian links, and public spaces, and develop prioritised recommendations for improvement based on CPTED principles (lighting, sightlines, help points, signage) and universal design standards, in line with applicable Indonesian regulations

- Review existing contracts; draft GEDSI-integrated clauses, monitoring provisions, and incentives/penalty structures

Qualifications of the team leader

- Education/training (2.1.1): postgraduate/master's degree in transport planning/engineering, civil/transport engineering, urban design, development studies, public policy, or related field.
- Language (2.1.2): C1-level language proficiency in English; professional proficiency in Bahasa Indonesia
- General professional experience (2.1.3): 8 years of professional experience in the urban transport or public service delivery sector
- Specific professional experience (2.1.4): 5 years in leading GEDSI-focused assignments
- 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 Southeast Asia (region), of which 2 years in projects in Indonesia.
- Development cooperation (DC) experience (2.1.7): 5 years of experience in DC projects
- Other (2.1.8): Strong familiarity with Indonesian transport institutions, BRT operations, procurement norms, municipal finance and relevant national/local policy frameworks.

Key expert 1: GEDSI, Transport Systems & Community Engagement

Tasks of key expert 1

- Support and synergise with team leader for the overall delivery of the tasks
- Lead data review of women & PwD's mobility patterns and safety in transport and urban spaces
- Lead FGDs and KIIs with women, girls, persons with disabilities, caregivers, and youth; map social and gender norms affecting mobility, safety, and employment.
- Design concept for safety walk, KIIs interview questions and tools
- Assess BRT/Urban transport service performance against GEDSI-relevant standards
- Advise on feasible institutionalisation of routine disaggregated data collection within the selected urban transport service
- Facilitate combined consultation workshops/FGDs ensuring inclusive participation and accessible formats.

Qualifications of key expert 1

- Education/training (2.2.1): University qualification (postgraduate or equivalent) in transport/urban planning, gender studies, development studies, social science, urban design, or a related field
- Language (2.2.2): B2 -level language proficiency in English; professional proficiency in Bahasa Indonesia
- General professional experience (2.2.3): 5 years of professional experience in combining gender/social inclusion programming, qualitative & quantitative research, gender-based violence/safeguarding; across at least two of these areas.
- Specific professional experience (2.2.4): 3 years of professional experience in at least one of the following: sex-, age-, or disability-disaggregated data collection and analysis; GBV/safeguarding program design or implementation in Indonesia; GEDSI-focused fieldwork with marginalised groups in urban or transport settings.
- Development Cooperation (DC) experience (2.2.7): 2 years of experience in development cooperation sector
- Other (2.2.8): strong facilitation skills, experience in GEDSI in the transport sector, engaging women's organisations & community groups, experience in mobility & urban services.

Soft skills of team members

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

- Team skills
- Initiative
- Communication skills
- Socio-cultural skills
- Efficient, partner- and client-focused working methods
- Interdisciplinary thinking

Short-term expert pool 1 (max 2 persons): Local Research and Field Support

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

- Provide local technical recommendations for policy and institutional improvement related to transport operations, accessibility, contracting, and GEDSI integration.
- Support safety walks in each region.
- Assist in facilitation of FGDs including notetaking and logistics coordination.
- Support data entry, cleaning, and basic processing of FGDs results.
- Assist community engagement activities, ensuring accessible and culturally appropriate facilitation.
- Contribute inputs within their area of expertise to the diagnostic report and practical guidance note.
- Support logistics and coordination for stakeholder engagement events.
- Preferably a local expert in the pilot region.

Qualifications of the short-term expert pool

- Education/training (2.6.1): 1-2 experts with university qualification (undergraduate degree minimum) in transport/urban planning, civil/transport engineering, gender studies, development studies, social sciences, data science, or a related field.
- Language (2.6.2): 1-2 experts with B1-level language proficiency English; professional proficiency in Bahasa Indonesia
- General professional experience (2.6.3): 1-2 experts with a minimum of 2 years of professional experience in fieldwork, community engagement, data collection, or advisory services in transport, urban development, or social inclusion.
- Specific professional experience (2.6.4): 1-2 experts with a minimum of 2 years of experience in at least one of the following: transport or mobility research in Indonesia; gender or inclusion-focused fieldwork with marginalised groups; or participatory research methods (surveys, FGDs) in an Indonesian context.

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 allowances are reimbursed as a lump sum up to the maximum amounts permissible under tax law for each country as set out in the country table in the circular from the German Federal Ministry of Finance on travel expense remuneration (downloadable from the [German Federal Ministry of Finance – tax treatment of travel expenses and allowances for international business travel as of 1 January 2025 \(GERMAN ONLY\)](#)).

Accommodation allowances are reimbursed as detailed in the specification of inputs below.

With special justification, additional Accommodation costs up to a reasonable amount can be reimbursed against evidence.

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

Sustainability aspects for travel

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

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

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

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Team Leader	1	28	28	Against timesheet and completion of the report
Key Expert 1: GEDSI, Transport & Community Engagement (national)	1	28	28	Against timesheet and completion of the report
Short term expert pool 1	2 (up to)	16	32	Against timesheet and completion of the report
Travel expenses	Quantity	Number per expert	Total	Comments
Per diem	30	-	30	Based on performance/timesheet for per diem in city assignment
Accommodation	12	-	12	Against evidence for accommodation in city assignment
Transport for experts	Quantity	Number per expert	Total	Comments
Domestic flights	6	-	6	(return flight), against evidence with prior approval from GIZ

CO₂ compensation for air travel	6	-	6	A fixed budget of IDR 3,600,000 is earmarked for settling carbon offsets against evidence.
Travel expenses (car)				
Car rental	9	-	9	Car rental (if needed) in city assignment. Based on the evidence.
Airport transfer	12	-	12	Maximum cost, reimbursed against the evidence
Other costs	Number	Price	Total	Comments
Flexible remuneration	1	30,000,000	30,000,000	A budget of IDR 30,000,000 is foreseen for flexible remuneration. Please incorporate this budget into the price schedule. Use of the flexible remuneration item requires prior written approval from GIZ.

6. 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 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 can also 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.

As the contract to be concluded is a contract for works, please offer a fixed lump sum price that covers all relevant costs (fees, travel expenses etc.). The price bid will be evaluated on the basis of the specified lump sum price. In addition, please also provide the underlying daily rate. A breakdown of days is not required.

7. Organisational Matter

Place of Assignment: Three (3) Pilot region (TBD)

Payment modalities: Payment of the assignment will be made in 2 terms. The final payment will be made after the completion of the assignment, considering a satisfactory result, evidence and timesheet provided by the contractor.

Failure to complete work: GIZ reserves the right to cancel the remainder of the contract if the deliverable output does not meet ToR requirements and standards of quality e.g. if Task 1 is completed unsatisfactorily, GIZ is only liable to pay for Task 1 and can cancel the contract for the remaining Tasks.