

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

CONFIDENTIAL

FACILITATION OF KNOWLEDGE EXCHANGE, PARTNERSHIPS, AND INVESTMENT LINKAGES BETWEEN EUROPE AND SOUTH AFRICA

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Tender number

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0. List of abbreviations

AVB	General Terms and Conditions of Contract for supplying services and work
BMZ	Federal Ministry for Economic Cooperation and Development, <i>Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung</i>
B2B	Business to Business
DoH	Department of Health
DSTI	Department of Science, Technology and Innovation
EU	European Union
R&D	Research & Development
SAHRPA	South African Health Products Regulatory Authority
SAVax	Vaccines for Africa: Roll out and Production in South Africa
ToRs	Terms of reference
WP	Work Package

1. Context

The program “Vaccines for Africa: Roll out and Production in South Africa” (SAVax) supports South Africa’s strategic objective to enhance the local production of vaccines, medicines, and health technologies. Co-financed by the German Federal Ministry for Economic Cooperation and Development (BMZ) and the European Union (EU), SAVax aims to strengthen local manufacturing capacity in the biopharmaceutical industry and improve access to essential health products. The program aligns with the goals of key South African government partners, including the Department of Science, Technology and Innovation (DSTI), the Department of Health (DoH), and the South African Health Products Regulatory Authority (SAHPRA), to create a sustainable and competitive biopharmaceutical sector.

The SAVax program has duration from 01.01.2022 to 30.09.2027 with the following objective: Access to quality vaccines for all populations in South Africa has improved.

The program aims to strengthen South Africa’s health tech manufacturing ecosystem by addressing structural gaps between research institutions, industry, and policy frameworks. While South Africa has quite a strong presence of European health tech and pharmaceutical companies, a challenge remains the limited integration of global industry players—particularly European pharmaceutical companies—into local value chains, partnerships, and innovation processes. Some companies base their African operations in South Africa as a distribution hub, others manufacture here. However, there is still potential in terms of increasing their presence and their value generation within the manufacturing ecosystem in South Africa.

To address this, SAVax seeks to engage a Chamber of Commerce or similar business organization through a competitive tender (a consortium of several chambers or business organizations is also possible). The focus of this assignment is to leverage the chamber’s strong links to European businesses in the pharmaceutical and broader health technology sector to facilitate knowledge exchange, partnerships and ultimately investment linkages between Europe and South Africa.

The engagement will contribute to positioning South Africa as a relevant partner for European pharma companies, while ensuring that SAVax interventions are informed by international industry standards, technologies, and market dynamics.

2. Tasks to be performed by the contractor

The contractor is responsible for providing the following services:

- Strengthen engagement with European pharmaceutical companies by mobilizing at least 20 relevant firms with an interest in South Africa, localization, or partnership development
- Facilitate EU-South Africa industry linkages by creating structured opportunities for collaboration between European companies, South African firms, and research institutions
- Enhance knowledge transfer and exposure to global best practices in vaccine manufacturing, regulation, and commercialization
- Support demand-driven interventions by integrating insights from European industry into selected workstreams (e.g. training, innovation challenge, policy dialogue)

- Promote investment and partnership opportunities by identifying concrete ideas for joint ventures, supplier development, or technology transfer

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
WP1: Mapping and Engagement Strategy is available and approved	31.08.2026
WP2: Stakeholder Database is available	31.10.2026
WP3: 3 Dialogue Sessions have taken place	30.04.2027
WP4: Study Tour has taken place	31.03.2027
WP5: 5 Matchmaking engagements have taken place	30.04.2027

Period of assignment: from 01.06.2026 until 31.05.2027

Work Package	Objective	Deliverable
WP1: Mapping and Engagement Strategy for European Pharma Stakeholders	Identify and prioritize European pharmaceutical stakeholders based on their potential to support progressive value-chain upgrading in South Africa.	<ul style="list-style-type: none"> Mapping report of European pharmaceutical, biotech, and life sciences companies, categorized by value-chain segment (e.g. R&D, upstream manufacturing, fill & finish, supply chain, commercialization) with potential interest in South Africa Prioritization of target companies and stakeholder groups Engagement and outreach strategy, including tailored value propositions for different value-chain segments
WP2: Stakeholder Mobilization and Ongoing Engagement	Ensure active and continuous participation of European companies in SAVax processes.	<ul style="list-style-type: none"> Outreach to a minimum of 20 European companies including firms across different stages of the value chain Secured participation of industry representatives in SAVax activities (events, consultations, innovation challenge, etc.) Stakeholder database with regular updates and engagement tracking Short progress reports on engagement levels and participation

<p>WP3: Facilitation of EU–South Africa Industry Dialogue</p>	<p>Create structured platforms for exchange between European and South African stakeholders that address bottlenecks and opportunities across the vaccine value chain.</p>	<ul style="list-style-type: none"> • Organization and/or co-facilitation of at least 3 dialogue sessions (virtual or in-person) each focused on specific value-chain segments or transition pathways (if possible given the interested companies) • Agendas, background materials, and participant coordination • Summary reports capturing key discussion points, identified challenges, and collaboration opportunities
<p>WP4: Study Tours to South Africa for European Pharmaceutical Stakeholders</p>	<p>Expose European stakeholders to South Africa's ecosystem, with a focus on identifying entry points along the value chain and pathways for scaling engagement.</p>	<ul style="list-style-type: none"> • Design of at least 1 tailored study tours to South Africa for European companies, aligned with SAVax priorities and structured around different value-chain segments • Identification and coordination of relevant South African host institutions (e.g. pharmaceutical companies, research institutions, manufacturing sites, regulators, innovation hubs) • Targeted recruitment and confirmation of participating European companies • Organization of site visits, B2B meetings, and networking opportunities with South African stakeholders • Logistical planning and on-the-ground coordination (in collaboration with SAVax) • Facilitation of structured matchmaking engagements during the visits • Pre-briefing and post-visit reports, including key insights, identified opportunities, and recommended follow-up actions
<p>WP5: Matchmaking and Partnership Development</p>	<p>Translate dialogue into concrete collaboration opportunities that support long-term value-chain integration.</p>	<ul style="list-style-type: none"> • Identification of partnership opportunities (e.g. technology transfer, contract manufacturing, R&D collaboration) • Facilitation of at least 5 targeted matchmaking engagements

		<p>between European and South African stakeholders</p> <ul style="list-style-type: none"> • Documentation of partnership discussions and initial outcomes
WP6: Technical Input to SAVax Activities and Policy Dialogue	Ensure integration of European industry perspectives into SAVax outputs.	<ul style="list-style-type: none"> • Structured input reports to selected SAVax workstreams (e.g. training design, innovation competitions, policy recommendations) across the entire value chain • Contributions to policy briefs or recommendations, particularly on international collaboration and investment conditions

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).

The tenderer is required to describe its contribution to knowledge management for the partner (1.5.1) and GIZ and to promote scaling-up effects (1.5.2) under **learning and innovation**.

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

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
- 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

Qualifications of the team leader

- Education/training (2.1.1): university degree (German 'Diplom'/Master) in economics, business administration, public policy or a related field
- Language (2.1.2): C1-level language proficiency in English
- General professional experience (2.1.3): 7 years of professional experience in project management
- Specific professional experience (2.1.4): 5 years in managing projects involving private sector engagement or industry development

- Leadership/management experience (2.1.5): 7 years of management/leadership experience as project team leader
- Regional experience (2.1.6): 5 years of experience in projects in Southern Africa (region), of which 3 years in projects in South Africa (country)
- Other (2.1.8): Proven experience in EU-Africa cooperation

Tasks of key expert 1: Business Development and Matchmaking Expert

- Lead the design and implementation of matchmaking activities, partnership development, and engagement with European companies

Qualifications of key expert 1

- Education/training (2.2.1): Master's degree (or equivalent) in business administration, economics, finance, or a related field
- Language (2.2.2): C1-level language proficiency in English
- General professional experience (2.2.3): 5 years of experience in business development, investment promotion or private sector engagement
- Specific professional experience (2.2.4): 3 years in B2B matchmaking, partnership facilitation or investment linkages
- Regional experience (2.2.6): South Africa
- Other (2.2.8): Experience in the pharmaceutical or life sciences sector

Tasks of key expert 2: Private Sector Engagement / Network Facilitation Expert

- Support outreach, stakeholder mobilization and relationship management with European and South African companies

Qualifications of key expert 2

- Education/training (2.2.1): Master's degree (or equivalent) in business administration, economics, finance, or a related field
- Language (2.2.2): C1 -level language proficiency in English
- General professional experience (2.2.3): 5 years of experience in private sector engagement or stakeholder management
- Specific professional experience (2.2.4): 3 years in company outreach, network facilitation or business association work
- Regional experience (2.2.6): South Africa
- Other (2.2.8): Experience in the pharmaceutical or life sciences sector

Tasks of key expert 3: Study Tour and Events Expert

- Design and implement study tour to South Africa and support organization of dialogue events and B2B meetings

Qualifications of key expert 3

- Education/training (2.2.1): Master's degree (or equivalent) in event management, business administration or a related field
- Language (2.2.2): C1 -level language proficiency in English
- General professional experience (2.2.3): 5 years in event management
- Specific professional experience (2.2.4): 3 years in organizing international business missions, study tours or matchmaking events
- Regional experience (2.2.6): South Africa

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

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 2026 \(GERMAN ONLY\)](#)).

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	60	60	
Key Experts 1, 2 and 3	3	50	150	
Transport	Quantity	Number per expert	Total	Comments
Fixed travel budget			ZAR 150.000	<p>A budget is earmarked for travel to the following countries: within South Africa.</p> <p>A fixed budget of 150,000 ZAR is earmarked for settling travel expenses against evidence.</p> <p>You can find further information on the travel expense budget in the 'Price schedule' document. Please use the 'Explanations' column in the price schedule to break down the individual items. Settlement is possible only until the budget is depleted.</p>
Other costs	Number	Price	Total	Comments

Flexible remuneration			ZAR 200.000	A budget of 200,000 ZAR 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.
Other costs 3 Dialogue Sessions 1 Study Trip 5 Matchmaking Events	3 Dialogue Sessions 1 Study Trip 5 Matchmaking Events	40.000 100.000 40.000	120.000 100.000 200.000	The budget contains the following costs ZAR 420.000.

Workshops, events and trainings

The contractor implements the following workshops/study trips/training courses:

- 3 dialogue sessions (WP3): The contractor is responsible for location, catering and other costs incurred by the dialogue session. If it is decided that one or more sessions are held online, no costs arise.
- 1 study trip to South Africa (WP4): The contractor is to offer the study trip to interested European companies, however, they have to cover their own travel costs (flights, accommodation, etc.). The contractor is responsible for designing the program, organizing site visits, organizing networking events as well as the ground transportation for participants, catering and all location booking.
- 5 matchmaking engagement (WP 5): The contractor is responsible for location, catering and other costs incurred by the dialogue session.

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 organized in accordance with the positively weighted criteria in the assessment grid (not with zero). The tender must be legible (font size 11 or larger) and clearly formulated. It must be drawn up in English (language).

The complete tender must not exceed 10 pages (excluding CVs). If one of the maximum page lengths is exceeded, the content appearing after the cut-off point will not be included in

The 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.

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.

7. Annexes

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