

Terms of reference (ToR) for the procurement of services

CONFIDENTIAL

Consultancy Service for Evaluation of Production Linked Incentive (PLI) Scheme	Project number/ cost centre: P.23.2218.8-001.00
---	--

1.	List of abbreviations	2
1.	Context.....	3
2.	Task to be performed by the contractor	4
3.	Concept.....	6
	Technical Methodological Concept.....	7
4.	Criteria for Eligibility of firms	8
5.	Personnel concept.....	9
6.	Costing Requirements.....	11
7.	Inputs of GIZ or other actors.....	14
8.	Requirement on the format of the bid	14
9.	Outsourced processing of personal data	15
10.	Option	15

Terms of reference (ToR) for the procurement of services

1. List of abbreviations

CEA	Central Electricity Authority
BMTCL	Bangalore Metropolitan Transport Corporation
ACC	Advanced Chemistry Cell
BMZ	German Federal Ministry for Economic Cooperation and Development
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GW	Gigawatt
IGEP	Indo-German Renewable Energy Programme
MNRE	Ministry for New and Renewable Energy
NDC	Nationally Determined Contributions
PLI	Project Linked Incentives
PV	Photovoltaics
RE	Renewable Energy
SECI	Solar Energy Corporation of India Limited
ToR	Terms of Reference

1. Context

The project, titled "*Achieve India's Renewable Energy Target of 500 GW by 2030*," is a flagship initiative aligned with India's ambitious climate and energy goals. It is politically anchored with the Ministry of New and Renewable Energy (MNRE), Government of India, and represents a commitment by the German Federal Ministry for Economic Cooperation and Development (BMZ) following the Indo-German intergovernmental negotiations held on 1st November 2023 in New Delhi.

The project directly contributes to India's Nationally Determined Contribution (NDC) targets for 2030 and the overarching goal of achieving net-zero emissions by 2070. It operates under the newly launched *Indo-German Platform for Investments into Renewable Energies*, aiming to facilitate strategic collaboration and impactful investments in the sector. Key components of the project include policy and technical advisory to MNRE on the expansion of wind energy and rooftop solar photovoltaics, as well as the modernization of aging renewable energy infrastructure. It also supports the development of local solar supply chains, promotes digital tools for grid operators, and advises on necessary reforms and grid expansion. Furthermore, the project places a strong emphasis on addressing the shortage of skilled labour in the renewable energy sector by promoting the participation of women, thereby fostering inclusive and sustainable energy transitions in India.

India has set ambitious clean energy targets — 500 GW of renewable energy by 2030 and net-zero by 2070. Achieving this requires not only large-scale deployment of renewable energy (RE) projects but also the creation of a strong domestic manufacturing ecosystem to reduce reliance on imports, enhance energy security, and make India a global hub for green technologies. To address this, the Government of India launched the Production-Linked Incentive (PLI) Scheme, a flagship industrial policy intervention. Within the RE domain, two key areas have been brought under the scheme 1. High Efficiency Solar PV Modules (under MNRE, with multiple rounds already approved). 2. Advanced Chemistry Cell (ACC) Battery Storage (to support e-mobility, grid stability, and renewable integration).

Objective:

The objective of this assignment is to undertake a comprehensive evaluation of the existing Production-Linked Incentive (PLI) Scheme for National Programme on High Efficiency Solar PV Modules, which has been developed to boost India's Solar-PV manufacturing capacity.

The evaluation aims to:

1. Assess the extent to which the scheme has achieved its intended objectives of enhancing domestic manufacturing capacity, attracting investments, creating employment, and reducing import dependence.
2. Examine the efficiency, effectiveness, and sustainability of the scheme's design, implementation mechanisms, and disbursement processes.
3. Identify key challenges, bottlenecks, and risks faced by beneficiaries and implementing agencies in achieving the scheme's targets.

4. Evaluate the scheme's contribution to India's broader renewable energy and energy transition goals, including the 500 GW RE capacity target by 2030.
5. Provide evidence-based recommendations to strengthen policy design, improve implementation, and ensure long-term competitiveness of India's renewable energy manufacturing ecosystem.

The resulting Study Report will be forwarded to the Ministry of New and Renewable Energy (MNRE) as basis for decision making regarding future development of the PLI Scheme and other policies for the expansion of renewable energies in the Indian power sector. Furthermore, the study will be of relevance to other policy stakeholders – such as distribution companies or think tanks - as decision support to create and adjust renewable energy measures.

Target group and other stakeholders

- Government of India (MNRE, IREDA, NITI Aayog, etc)
- Industry / Manufacturers
- Financial Institutions & Investors
- Consumers / Market Players (Solar Project Developers / EPCs, DISCOMS, End Users)

2. Task to be performed by the contractor

Scope of work

The Consultant shall develop a comprehensive and actionable study report highlighting their methodological approach, analysis and evaluation of the existing PLI Scheme. The report shall include results for all research objectives stated above and serve as a strategic guide for the MNRE and other stakeholders to further develop policies and procedures incentivising investments in the Indian renewable energy manufacturing ecosystem.

Key tasks include but are not limited to:

2..1.1 Assessment of Objectives and Outcomes

- Evaluate the extent to which the PLI scheme has achieved its intended objectives, including:
 - Enhancing domestic manufacturing capacity for solar PV modules, cells, wafers, and relevant components.
 - Attracting private and public investment into the solar manufacturing ecosystem.
 - Creating direct and indirect employment opportunities across manufacturing, supply chain, and associated services.
 - Reducing import dependence on key inputs such as solar cells, wafers, and modules, particularly from global suppliers.
- Compare planned targets (capacity, investment, job creation) versus actual achievements for each beneficiary.

- Examine the role of technology adoption, including high-efficiency technologies (PERC, TOPCon, HJT) in achieving scheme objectives.

2..1.2 Evaluation of Design, Implementation, and Policy Linkages

- Assess the efficiency, effectiveness, and sustainability of the scheme's design, including eligibility criteria, incentive structure, and allocation process.
- Examine implementation mechanisms, such as the application process, selection of beneficiaries, fund disbursement procedures, and monitoring by MNRE/IREDA.
- Evaluate alignment with regulatory frameworks, including:
 - Approved List of Models and Manufacturers (ALMM) for modules and cells.
 - BIS (Bureau of Indian Standards) compliance and quality certification requirements.
 - Linkages with other renewable energy and industrial policies (Make in India, Atmanirbhar Bharat, domestic content requirements).
- Identify administrative bottlenecks, procedural delays, or inefficiencies in implementation.

2..1.3 Identification of Challenges, Bottlenecks, and Risks

- Identify key operational and strategic challenges faced by scheme beneficiaries, such as:
 - Supply chain constraints (polysilicon, wafers, modules, etc).
 - Technological adoption and skill gaps.
 - Financial and cash-flow constraints.
 - Compliance with policy standards and ALMM requirements.
- Assess risks faced by implementing agencies (MNRE, IREDA) in monitoring, verification, and enforcement.

2..1.4 Assessment of Impact on National Renewable Energy Goals

- Evaluate the contribution of the PLI scheme to **India's 500 GW renewable energy target by 2030** and the broader energy transition agenda.
- Assess how domestic module manufacturing affects the **cost competitiveness of solar projects**, import reduction, and deployment of distributed solar.
- Analyse the scheme's role in fostering technology innovation, exports, and industrial competitiveness in global solar markets.

2..1.5 Policy Recommendations

- Provide **evidence-based recommendations** to strengthen policy, improve implementation efficiency, and ensure long-term competitiveness of India's solar manufacturing ecosystem.
- Suggest actionable measures below, but not limited to:
 - Enhance compliance with ALMM and other technical standards.
 - Encourage technology upgrades and innovation adoption.
 - Address supply chain and financial bottlenecks.

Terms of reference (ToR) for the procurement of services

- Strengthen monitoring, reporting, and transparency.
- Improve alignment with broader industrial, renewable energy, and export promotion policies.

Dissemination Workshops:

The consultant shall be prepared to arrange and present one dissemination workshops about their methodological approach, analysis and recommendations to relevant stakeholders from the target audience. The scope and timeframe of these workshops shall be determined in cooperation with MNRE, GIZ India and the consultant once mandate could be agreed upon.

2..1.6 Deliverables:

- Inception Report: Methodology, evaluation framework, and detailed work plan.
- Mid-Term Progress Note: Preliminary findings and stakeholder consultation outcomes.
- Conduction of at least four stakeholder consultation workshops
- Draft Evaluation Report: Assessment results with preliminary recommendations.
- Final Evaluation Report: Comprehensive evaluation including policy recommendations and actionable measures.
- Conduction of one final dissemination workshop on final report

Milestones/partial works	Deadline
• Assessment of Objectives, Outcomes and stakeholder engagement	29 th December 2025
• Evaluation of Design, Implementation, and Policy Linkages	31 st January 2026
• Identification of Challenges, Bottlenecks, and Risks	28 th February 2026
• Assessment of Impact on National Renewable Energy Goals	28 th April 2026
• Policy Recommendations and Dissemination Workshop	30 th July 2026

Assignment period: From 15th December 2025 to 28th August 2026.

3. Concept

In the bid, the bidder is required to show how the objectives defined in Chapter 2 are to be achieved, if applicable under consideration of further specific method-related requirements (technical-methodological concept). In addition, the bidder 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 bidder is required to consider the tasks to be performed with reference to the objectives of the services put out to tender (see Chapter 1). Following this, the bidder presents and justifies the strategy with which it intends to provide the services for which it is responsible (see Chapter 2). **Weightage: 15%**

The bidder is required to present the actors relevant for the services for which it is responsible and describe the **cooperation (1.2)** with them. **Weightage: 2%**

The bidder is required to present and explain its approach to **steering (1.3)** the measures with the project partners. **Weightage: 2%**

The bidder is required to describe the key **processes (1.4)** for the services for which it is responsible and create a schedule that describes how the services according to Chapter 2 are to be provided. In particular, the bidder is required to describe the necessary work steps and, if applicable, take account of the milestones and contributions of other actors in accordance with Chapter 2. **Weightage: 4%**

The bidder is required to describe its contribution to knowledge management for the partner and GIZ and promote scaling-up effects (**learning and innovation (1.5)**). **Weightage: 4%**

Project management of the contractor (1.6) Weightage: 8%

(1.6.1) The consultant is required to provide an **approach and procedure for coordination** under the purview of the GIZ project. The consultant is required to explain the coordination approach considering various relevant factors, e.g., reporting frequency, format, etc that would make the project successful. Coordination is also necessary at different levels in the project (up to 3 pages)

- Indian Stakeholders: DISCOMs & other state institutions
- Consultant/ Consortium of consultants.
- GIZ.

(1.6.2) The consultant is required to draw up a **personnel assignment plan** that lists all the experts (preferably a table) proposed in the bid; 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. (up to 2 pages)

(1.6.3) **Consultants backstopping strategy** (incl. CVs of the technical and administrative backstopper(s): Please explain how you intend to mobilise your expertise beyond the specified staff to the assignment as per section 4 (e.g., quality assessment of other staff, consultants' internal knowledge management, access to professional communities or other sources of knowledge or expertise) (up to 2 pages plus CVs of backstoppers)

Terms of reference (ToR) for the procurement of services

The bidder 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 bid:

- Service-delivery control
- Managing adaptations to changing conditions
- Ensuring the flow of information between GIZ and field staff
- Consultant's responsibility for seconded personnel
- Process-oriented technical-conceptual steering of the consultancy inputs
- Securing the administrative conclusion of the project
- Ensuring compliance with reporting requirements
- Providing specialist support for the on-site team by staff at company headquarters
- Sharing the lessons learned by the consultant & leveraging the value of lessons learned on-site

The consultant submits the following reports and deliverables:

- Deliverables as mentioned in the contact
- Contributions to reports to GIZ's commissioning party
- Monthly overview on expert days used
- Brief monthly reports on the implementation status of the activities the consultant is involved in (2-3 pages)

All reports and papers shall be submitted in English language.

Other specific requirements

All the deliverables, project documents, activities, project communication should use Gender-sensitive language, design, and communication instruments. The bidder is encouraged to promote diversity/gender mix in the proposed team.

4. Criteria for Eligibility of firms

I. Commercial Eligibility

- The firm must be a **legally registered entity in India**, holding valid registration under applicable Indian laws..
- Minimum average annual turnover of 50,000 EUR for the last three financial years {last-but- four financial can be included in case of invitation to tender held within six months of end of last financial year. (All conversion rates must be taken from Info-euro site: [InforEuro, the exchange rate of the Euro currency](#))
- The average no. of managers & employees in past three calendar years must be 10.

II. Technical Eligibility

Terms of reference (ToR) for the procurement of services

At least 2 reference projects on PLI or **green energy/renewable energy policy development and evaluation** and at least 1 reference project on stakeholder consultation and result dissemination activities on PLI or related policy in India in the last 3 years with a minimum commission 8,000 EUR

III. Weighted Criteria

1. Technical Experience

- Experience in designing, evaluating, or implementing production-linked incentive schemes or similar industrial policies.
- Experience in policy analysis, cost-benefit assessments, and market impact studies.

2. Regional Experience - The agency must have regional experience in India

Please refer document “Grid for Eligibility of consulting firms” and its Annex (2A) for details. The documentary evidence of the criteria listed above must be submitted as per Annex A of bidding conditions.

5. Personnel concept

The bidder is required to provide personnel who are suited to filling the positions described, based on 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.

Notes:

- GIZ promotes gender diversity and gender balanced team proposals by the bidders is encouraged.

Project Manager (Team Leader):

One of the experts (listed below in this document), preferably the one who will be responsible and managing all activities, will also assume the role of the team leader.

Qualifications of the team leader

- Education/training (1.1.1): university degree in Science, Engineering or Management. | **Weightage: 2%**
- Language (1.1.2): Business fluency in English C1 | **Weightage: 2%**
- General professional experience (1.1.3): 6 years of professional experience in energy, electricity, or renewable energy sector. Part time experience will not be counted. | **Weightage: 3%**
- Specific professional experience (1.1.4): To qualify for full marks, it is required to have an understanding or experience of 4 years in the following areas: | **Weightage: 11%**

Terms of reference (ToR) for the procurement of services

- Leading renewable energy or solar manufacturing projects, roadmaps, feasibility studies, or technical assessments.
 - Hands-on experience with solar PV manufacturing, open access solar, and/or hybrid energy systems.
 - Understanding of policy frameworks, regulatory environment (MNRE, DISCOM regulations, ALMM), and industrial incentives (PLI, etc.).
 - Familiarity with financial viability assessments and business models such as CAPEX, RESCO, and BOOT.
- Leadership/management experience (1.1.5): 3 years of management/leadership experience as project team leader or manager in a company. | **Weightage: 3%**
- Regional experience (1.1.6): 2 years of work experience in India | **Weightage: 2%**
- Development cooperation (DC) experience (1.1.7): 2 years of experience working in development cooperation | **Weightage: 2%**

Key expert 1- Procurement and Bid Process Specialist

Tasks of key expert 1

- To support in the PLI Scheme Evaluation and development of recommendations.

Qualifications of key expert 1

- Education/training (1.2.1): University degree in Economics, Public Policy, Engineering, or Management. | **Weightage: 2%**
- Language (1.2.2): Business fluency in English C1 | **Weightage: 0%**
- General professional experience (1.2.3): 6 years of professional experience in the energy policy, industrial incentives, or renewable energy regulation. Part time experience will not be counted. | **Weightage: 4%**
- Specific professional experience: To qualify for full marks, the expert is required to have a minimum of **5 years of experience** involving: | **Weightage: 10%**
 - Designing, evaluating, or implementing production-linked incentive schemes or similar industrial policies.
 - Advising on renewable energy policy frameworks, including MNRE, ALMM, and incentive schemes.
 - Conducting policy analysis, cost-benefit assessments, and market impact studies.
 - Engaging with government agencies, utilities, industry associations, and investors.
- Regional experience (1.2.6): 3 years of work experience in India | **Weightage: 3%**

Terms of reference (ToR) for the procurement of services

Short Term Expert Pool (3):

Tasks of Expert Pool

- To support on data collection, analysis, stakeholder engagement, policy & regulatory review, knowledge support and report preparation.

Qualifications of expert pool

- Education/training (1.2.1): University degree in Engineering (Electrical/Mechanical/Civil), Renewable Energy, Science, Management, Economics, or related disciplines. | **Weightage: 2%**
- Language (1.2.2): Business fluency in English C1 | **Weightage: 0%**
- General professional experience (1.2.3): Minimum 3 years of professional experience in renewable energy project development, public procurement, tendering, project execution, or policy/financial analysis. Part time experience will not be counted. | **Weightage: 4%**
- Specific professional experience (1.2.4): | **Weightage: 12%**

At least 2 years of experience in the following areas (combination of three experts):

- Data collection, analysis, and GIS-based or Excel-based modelling for solar manufacturing and deployment.
- Supporting policy evaluation studies, cost-benefit analysis, or financial modelling.
- Conducting stakeholder consultations and preparing technical reports.
- Regional experience (1.2.6): 3 years of work experience in India | **Weightage: 3%**

Soft skills of all 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
- Strong communication and presentation skills

6. Costing Requirements

Assignment of Personnel

In total, the contract has a volume of **up to 138 working** person-days to be covered by the experts of the bidding organisation(s). A brief break-up of task wise person day requirement is mentioned in the table below.

Terms of reference (ToR) for the procurement of services

S.no.	Task	Person Days
1	Assessment of Objectives, Outcomes and stakeholder engagement	25
2	Evaluation of Design, Implementation, and Policy Linkages	30
3	Identification of Challenges, Bottlenecks, and Risks	30
4	Assessment of Impact on National Renewable Energy Goals	25
5	Policy Recommendations and Dissemination Workshop	28
	Total	138

Following is the personnel-wise allocation of the person-days:

S. No.	Experts	Person Days
1	Project Manager	18
2	Expert 1	30
3	Short Term Expert Pool (3)	90
	Total	138

Total Professional Fees:

Fee days	Number of experts	Number of days per expert	Comments
• Project Manager	1	18	
• Expert 1	1	30	
• Short Term Expert Pool (3)	3	30 (total 90 days)	
Travel expenses	Number of experts	Number of days	Comments

Terms of reference (ToR) for the procurement of services

• Per-diem allowance in the country of assignment	5	30	
• Overnight allowance in the country of assignment	5	30	
• Flight (roundtrip)	5	18	
• Local Travel	5	40	
• Co2 offset for Air Travel - Please refer document 1.1 for more detail on carbon offset		18	A fixed budget of INR 96,000 is earmarked for settling carbon offsets against evidence
Other costs	Number	Total	Comments
Flexible remuneration	1		A budget of 8% 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.
Workshops	1		Costing for workshops/round table etc. against evidence. The budget will cover the costs related to hosting the workshop / roundtables / meeting etc., including venue booking, catering, event materials preparation, photography, and other logistical expenses strictly associated with the events. Maximum participants would be 60. The event may be hosted at a venue falling under the 4-star category.

Travel

International and domestic (within India) travel:

No international travel is envisaged in this assignment.

The bidders would be required to travel New Delhi for assignment. Travel budget is allocated under this contract which includes domestic flights, per-diem, local travel, and accommodation. 18 return domestic flights are envisaged under this activity. The consultants are required to provide the travel related budget details in their proposal considering accommodation for up to mentioned person days.

Terms of reference (ToR) for the procurement of services

The consultant is supposed to propose travel/flight plan in the financial offer. The consultant will also provide the base location of each expert for the travel sector arrangement. All necessary flights and other travel costs (such as transfer costs to the airport and back, taxi costs will be reimbursed accordingly (against evidence). Only these amounts shall be inserted into the price sheet for the financial offer.

Please note that all travel, per-diem allowances, and accommodation costs shall only be reimbursed as against evidence (actual payment will depend on the actual travel costs against proper original receipts, hotel bills, taxi bills, flight, or train tickets and boarding pass.). Before traveling, each travel request will have to be approved by the GIZ officer in charge for implementation of the project and the consultant will follow GIZ travel guidelines.

It must be noted that interns cannot be deployed in the assignment and travel expenses of only those experts will be reimbursed whose CVs are proposed in the offer. Travel budget will only be used and paid when actual travel happens.

Other Costs

Workshop venue, food, printing, communication, and workshop material cost will be arranged by consultant.

Flexible remuneration item

Applicable (please refer to chapter 5 costing requirements).

7. Inputs of GIZ or other actors

Not Applicable

8. Requirement on the format of the bid

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

The technical bid shall not exceed **20** pages (excluding CVs & other supporting company documents)

The CVs of the personnel proposed in accordance with Section 5 of the ToRs shall be submitted using the EU (<https://europass.cedefop.europa.eu/documents/curriculumvitae>) format. The CVs shall not exceed 4 pages. The CVs must clearly show the position and job the proposed person held in the reference project and for how long. The CVs must be submitted in English (language) only.

Please calculate your price bid based exactly on the aforementioned costing requirements. In the contract, the consultant has no claim to fully exhaust the days/travel/workshops/ budgets.

Terms of reference (ToR) for the procurement of services

The number of days/travel/workshops and the budget amount shall be agreed in the contract as 'up to' amounts. The specifications for pricing are defined in the price schedule.

The financial offer has to contain the daily rate of fees for each expert and the travel cost.

The technical offer must not contain any price information. Technical and financial offers must be submitted as separate PDF documents and signed. Please refer document "bidding condition" for detailed guideline on process of submission.

9. Outsourced processing of personal data

The performance of the contract may be associated with the processing of personal data by the contractor, who would alone define the nature of such data and how such processing would be carried out. In such case, the contractor shall act as an independent data controller and must alone comply with all applicable data protection obligations, including those stemming from regional and local laws. The data protection principles such as lawfulness, data minimization, accuracy, purpose limitation, storage limitation, transparency, integrity and confidentiality, and accountability, as well as the numerous rights of the data subject must be paid due attention. The GDPR's data transfer rules must be considered whenever personal data leaves the EU for a third country. In case the contractor executes the instructions of a local partner to the GIZ with regard to such processing, the partner shall be the data controller and shall ensure that such data processing is in accordance with applicable laws and standards. The GIZ is not in any way responsible for such processing.

10. Option

Not applicable