

Terms of reference (ToR) for the procurement of services

[CONFIDENTIALITY]

Integrated Mobility Plan for Shillong & Rourkela	Project number/ cost centre: 20.2277.0-001.00
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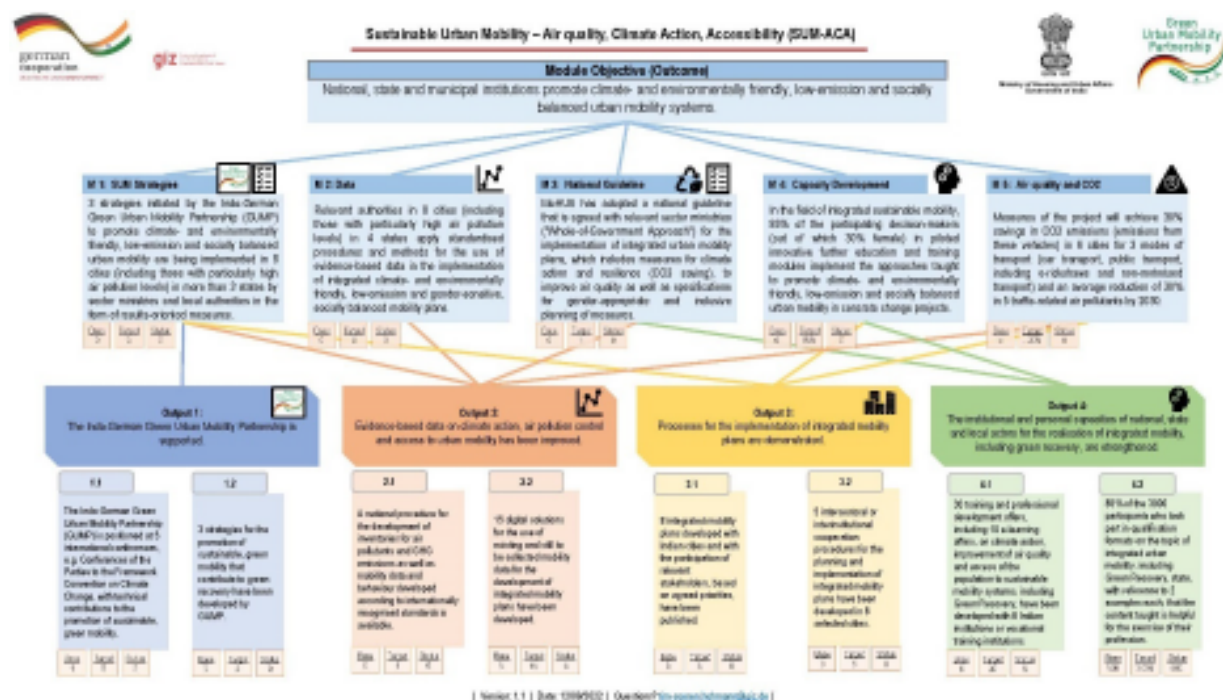
0. List of abbreviations

AG	Commissioning party
AN	Contractor
AVB	General Terms and Conditions of Contract for supplying services and work
FK	Expert
FKT	Expert days
IMP	Integrated Mobility Plan
IPT	Informal Para Transit
KZFK	Short-term expert
ToRs	Terms of reference

1. Context

In 2019, the Indian Ministry of Housing & Urban Affairs (MoHUA) and the German Federal Ministry for Economic Cooperation and Development (BMZ) signed a joint declaration of intent on Green Urban Mobility Partnership (GUMP). Both countries agreed to collaborate more closely to transform urban transport systems through more efficient, people-centric and low-carbon mobility solutions. BMZ agreed to make available concessional loans in the volume of one billion Euros through KfW Development Bank over a period of five years up to 2023. The funds are to be used for sustainable improvements to urban mobility infrastructure. The predecessor project titled “Integrated Sustainable Urban Transport Systems for Smart Cities in India” (SMART-SUT) has generated practical examples of sustainable urban transport with proven mitigation effects in the cities of Bhubaneswar, Coimbatore, and Kochi.

The Sustainable Urban Mobility – Air Quality, Climate Action, and Accessibility (SUM-ACA) project builds on past initiatives to tackle urban mobility challenges through a collaborative, multi-stakeholder approach. The project also strengthens critical linkages between environmental quality, climate action, and mobility, aligning transport and environmental policies with institutional and individual capacities, and public health outcomes. By integrating mobility and environmental strategies, SUM-ACA supports India’s commitment to its Nationally Determined Contributions under the Paris Agreement and contributes to the 2030 Agenda, particularly advancing Sustainable Development Goals (SDGs) 5 (Gender Equality), 11 (Sustainable Cities & Communities) & 13 (Climate Action). SUM-ACA is being implemented in five states & respective cities namely, Kerala (Cities: Kochi & Trivandrum), Karnataka (Cities: Hubli-Dharwad & Mysore), Odisha (Bhubaneswar, Rourkela), Gujarat (Surat & Rajkot) & Meghalaya (Shillong). The performance of the SUM-ACA project is evaluated against module objectives and respective output indicators as listed in figure below.



Shillong and Rourkela, though distinct in their urban form and mobility challenges, are both at critical junctures in shaping the future of sustainable urban transport. The Integrated Mobility Plan (IMP) seeks to provide a unified yet context-specific framework to address their mobility needs, anchored in inclusivity, efficiency, and long-term resilience.

With its compact urban structure and environmentally sensitive terrain, Shillong is grappling with rising private vehicle ownership, traffic congestion, and the absence of an efficient public transport backbone. As highlighted in the 2024 Shillong Urban Mobility Policy, only about 11% of passenger trips in the city are served by public transport—an alarming indicator of systemic gaps and underinvestment. The Shillong Public Transport Service (SPTS), operating a modest fleet of around 70 buses across 12 routes, suffers from inadequate coverage, poor frequency, and outdated fare collection practices, resulting in dwindling ridership and growing dependence on private and intermediate public transport.

Recognizing this, the city has initiated a major reform of its bus operations, introducing the Gross Cost Contract (GCC) model. This shift aims to professionalize service delivery while retaining revenue risk with the government, thereby ensuring greater accountability and operational efficiency. Complementing this, a dedicated Public Transport Cell is being established to build institutional capacity, design sustainable fare structures, strengthen revenue assurance systems, and implement standardized operating procedures. Within the broader framework of the IMP, Shillong's emphasis will be on transforming its public transport system into a reliable, affordable, and attractive choice for daily commuters—serving as the cornerstone for integrated, low-emission mobility solutions.

Rourkela, on the other hand, presents a different context. As Odisha's industrial hub and one of its fastest-growing urban centers, the city faces diverse challenges across its mobility landscape—ranging from inadequate multimodal integration to insufficient pedestrian and non-motorized transport infrastructure. Unlike Shillong, where the immediate priority is strengthening public transport, Rourkela requires a holistic mobility strategy that aligns with its economic role, urban expansion, and evolving travel demand.

The IMP for Rourkela will therefore adopt a broader lens, focusing on strategic interventions such as developing an integrated public transport and feeder network, improving walking and cycling infrastructure, streamlining traffic management, and embedding principles of sustainability and climate resilience into the city's mobility ecosystem. By doing so, it will ensure that Rourkela transitions towards a well-connected, inclusive, and future-ready transport system that balances the needs of industry, commuters, and the environment.

Together, the IMPs for Shillong and Rourkela will illustrate how tailored approaches—strengthening bus operations in one context and advancing a comprehensive mobility plan in another—can drive sustainable urban transport transformations, aligning with national priorities of accessibility, climate action, and people-centric urban growth.

2. Tasks to be performed by the contractor

To translate the vision of the IMP into actionable steps, a structured set of tasks has been designed. These tasks provide a systematic approach—starting with understanding the current mobility landscape, projecting future needs, and developing integrated strategies, to finally recommending institutional, financial, and capacity-building measures. While the framework remains common to both Shillong and Rourkela, its application will be tailored to the unique contexts of each city.

2.1.1 Task 1: Baseline Assessment

- Document and analyze existing mobility patterns in the city, covering public transport (buses, IPT, e-rickshaws, shared mobility, etc.), private vehicles, and non-motorized transport.
- Assess the condition and adequacy of current transport infrastructure such as depots, terminals, bus stops, parking facilities, pedestrian infrastructure, and cycling networks.
- Review institutional frameworks, policies, and operational mechanisms governing mobility in the city

2.1.2 Task 2: Travel Demand Analysis & Future Projections

- Estimate current and projected travel demand based on demographic trends, land-use patterns, and economic growth.
- Identify key travel corridors, high-demand routes, and areas underserved by public transport.
- Project requirements for different modes of transport (bus fleet size, IPT capacity, walking/cycling infrastructure, etc.) including energy demand and allied infrastructure needs (charging stations, depots, etc.).

2.1.3 Task 3: Integrated Mobility Strategy Development

- Propose a multimodal transport network plan, integrating bus-based systems, IPT, non-motorized transport, and last-mile connectivity solutions.
- Provide actionable recommendations, with technical inputs from GIZ, to ensure integration across all mobility modes.

Shillong-specific

- Propose an integrated bus-based public transport network (routes, frequency, intermodal hubs).
- Recommend fare structures, ticketing systems, and any digital solutions (e.g., smart cards, apps).
- Suggest contracting structures for induction of new buses as well for the existing buses.
- Suggest electrification strategy going forward in a phase manner.
- Develop a list of recommendations, with support from GIZ team, to integrate public transport, last mile connectivity and other IPT services.

- Provide a list of indicators to be used in a monitoring & evaluation framework for city bus services
- Recommend a list of capacity development measures for the public transport company, to be taken up by the city.

2.1.4 Task 4: Institutional, Regulatory & Financial Framework

- Recommend reforms based on the review of existing regulations and governance structures for public transport and mobility services.
- Suggest institutional arrangements, including roles, responsibilities, and capacity requirements of the proposed transport authority/cell.
- Develop financing models and budgetary requirements to ensure long-term operational and financial sustainability.

2.1.5 Task 5: Reporting & Stakeholder Engagement

- Compile all findings and strategies into a draft report for review by GIZ and relevant stakeholders.
- Conduct stakeholder consultations and incorporate feedback into the final Integrated Mobility Plan and submit to GIZ.

Milestones/process steps/partial services	Deadline (months)
Task 1: Baseline Assessment	
Shillong	M+1
Rourkela	M+1
Task 2: Travel Demand Analysis & Future Projections	
Shillong	M+2
Rourkela	M+2
Task 3: Integrated Mobility Strategy Development	
Shillong	M+3
Rourkela	M+4
Task 4: Institutional, Regulatory & Financial Framework	
Shillong	M+4
Rourkela	M+5
Task 5: Reporting & Stakeholder Engagement	
Shillong	M+4
Rourkela	M+5

M = Date of Award of Contract

Period of assignment: December 2025 – May 2026

3. Criteria for Eligibility of Firms

Bidders must submit documentary evidence of all criteria defines below:

I. Commercial Eligibility

1. The firm must be a legally registered entity in India with valid registration under applicable laws
2. The agency must submit a signed/stamped declaration on the company's letterhead- Refer "Annexure-Legal Inferences".
3. Average annual turnover for the last three financial years: at least 50,000 EUR
4. Average number of employees and managers for the past three calendar years: at least 5 persons.

II. Technical Eligibility

Please provide 2 completed reference projects in the field of Public Transport related to Route rationalisation, Operations or Business Planning. At least one project executed must be in India within the last 3 years. The minimum commission value of the commission projects shall be 10,000 Euros.

III. Weighted Criteria

1. Technical Experience

Experience of at least 2 completed projects in each of the following areas in the last 5 years:

- Bus service planning, including service and operations
- Electrification & formalisation of IPT/private buses
- Policy/Toolkit/guidance/Long-term plan for government agencies

Regional Experience

- Experience of working in Northeast India (one completed project)

The bidders shall include and highlight the above-mentioned activities/ tasks in the project credentials submitted for evaluation. Please refer Annex A of bidding conditions for submission of documents.

4. 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) 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.

5. 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

- Ensure overall quality, timeliness, and delivery of the Integrated Mobility Plan.
- Coordinate with GIZ, city agencies, and stakeholders to maintain effective communication.

- Guide baseline assessment, travel demand analysis, and development of integrated mobility strategies.
- Provide technical direction on public transport planning, multimodal integration, digital solutions, and electrification strategies.
- Oversee institutional, regulatory, and financial recommendations, ensuring sustainability.
- Manage short-term experts and ensure alignment of their inputs with project goals.
- Lead stakeholder engagement to build consensus and inclusivity.
- Review and approve reports, presentations, and deliverables.

Qualifications of the team leader

- Education/training (2.1.1): Master's degree in civil engineering/planning.
- Language (2.1.2): Good business language skills in English (CEFR Level B2)
- General professional experience (2.1.3): Minimum of 7 years of professional experience in public transport planning.
- Specific professional experience (2.1.4): 7 years of specific experience in planning and managing city bus services.
- Leadership/management experience (2.1.5): 7 years of management/leadership experience as a project team leader or manager in a company
- Regional experience (2.1.6): Minimum of 7 years of professional experience in India, with preference for experience in the Northeastern states.
- Development Cooperation (DC) experience (2.1.7): Minimum of 2 projects.
- Other (2.1.8): Not Applicable

Key expert 1: Junior Transport Planner

Tasks of key expert 1

- Collect and analyse data on public transport, IPT, walking, and cycling.
- Prepare route maps, corridor analysis, and GIS-based outputs.
- Research IRC codes, accessibility norms, and best practices.
- Draft report sections, data tables, and visuals for deliverables.
- Support the preparation of technical reports, policy recommendations, and documentation.

Qualifications of key expert 1

- Education/training (2.2.1): Masters' degree in Civil Engineering/Planning/ Architecture.
- Language (2.2.2): English (CEFR Level B2)
- General professional experience (2.2.3): Minimum of 2-3 years of professional experience in public transport planning.
- Specific professional experience (2.2.4): Not applicable
- Leadership/management experience (2.2.5): Not applicable
- Regional experience (2.2.6): 2 years of experience working in India.
- Development Cooperation (DC) experience (2.2.7): Not applicable

- Other (2.2.8): Not applicable

Key expert 2: Junior Transport Planner

Tasks of key expert 2

- Assess and document existing infrastructure (depots, bus stops, terminals, etc.).
- Support development of route plans, frequencies, and last-mile options.
- Assist in stakeholder meetings with notes, presentations, and follow-ups.
- Support monitoring of indicators and service performance.
- Support the preparation of technical reports, policy recommendations, and documentation.

Qualifications of key expert 2

- Education/training (2.3.1): Masters degree in Civil Engineering/Planning/Architecture .
- Language (2.3.2): English (CEFR Level B2)
- General professional experience (2.3.3): Minimum of 2-3 years of professional experience in public transport planning.
- Specific professional experience (2.3.4): Not applicable
- Leadership/management experience (2.3.5): Not applicable
- Regional experience (2.3.6): 2 years of experience working in India.
- Development Cooperation (DC) experience (2.3.7): Not applicable
- Other (2.3.8): Not applicable

Key expert 3: Junior Urban Planner

Tasks of key expert 3

- Collect and analyze land use, demographic, and mobility data to support planning.
- Map neighbourhood infrastructure, public spaces, and transport linkages.
- Assist in preparing design concepts for walkability, cycling, and transit integration.
- Research planning standards, zoning regulations, and best practices.
- Support stakeholder consultations, prepare presentations, and document outcomes.
- Contribute to reports, maps, and visual materials for project deliverables.

Qualifications of key expert 3

- Education/training (2.4.1): Bachelor's degree in Civil Engineering/Planning/ Architecture.
- Language (2.4.2): English (CEFR Level B2)
- General professional experience (2.3.3): Minimum of 0-2 years of professional experience in public transport planning
- Specific professional experience (2.4.4): Not applicable
- Leadership/management experience (2.4.5): Not applicable
- Regional experience (2.4.6): Working Experience in India.
- Development Cooperation (DC) experience (2.4.7): Not applicable
- Other (2.4.8): Not applicable

6. Costing requirements

Assignment of personnel and travel expenses

The bidder is required to calculate the travel by the specified experts and the experts it has proposed based on the places of performance, as per the requirements outlined in Chapter 2. The calculation includes necessary travel to complete the scope of work efficiently while aligning with GIZ's sustainability commitments.

Specification of inputs

Fee days	Number of experts	Number of days per expert	Total	Comments
Team Leader/ Urban Planner	1	45	45	
Expert 1 – Junior Transport Planner	1	50	50	
Expert 2 - Junior Transport Planner	1	60	60	
Expert 3 - Junior Urban Planner	1	60	60	
Travel expenses	Quantity	Number per expert	Total	Comments
Per-diem allowance in country of assignment	10	2	20	
Overnight allowance in country of assignment	10	2	20	Please indicate in the price schedule whether your offer is on a lump-sum basis or against evidence.
Transport	Quantity	Number per expert	Total	Comments
Domestic flights (roundtrips)	4	2	8	Quantity means that it is a round trip.
CO ₂ compensation for air travel	4	2	8	A fixed budget of EUR 800 is earmarked for settling carbon offsets against evidence.
Travel expenses (train, car) • Car (Local Travel)	10		10	Travel within the country of assignment, transfer to/from the airport etc.

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.

7. Inputs of GIZ or other actors

GIZ and/or other actors are expected to make the following available:

- Permissions from the partner agencies
- Logistics for workshops if in case gets added as scope of work

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

The technical bid must not exceed 30 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 5 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 (language).

Please calculate your financial tender based exactly on the parameters specified in Chapter 6 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.