



## THE REGIONAL ENVIRONMENTAL CENTRE FOR THE CAUCASUS

### Terms of Reference

# Procurement of Services of Technical Assistance of an International Consultant for Development of National Pastureland Management Policy Document in Georgia

Publication Reference Number: 027RECC/G/FAO-13-2021-RA

<b>Contract Title:</b>	<b>Consultancy Service Contract for Development of National Pastureland Management Policy Document in Georgia</b>		
<b>Contract Type:</b>	Fee-based		
<b>Contracting Organization:</b>	The Regional Environmental Centre for the Caucasus (RECC)		
<b>Division/Department:</b>	RECC Projects' Implementation Unit		
<b>Programme/Project Number:</b>	<b>"Achieving Land Degradation Neutrality Targets of Georgia through Restoration and Sustainable Management of Degraded Pasturelands"</b> (GEF Project ID: 10151 / FAO Entity Number: 654524 / FAO Project Symbol: GCP/GEO/006/GFF)		
<b>Duty Station:</b>	Home-based		
<b>Expected Start Date of Assignment:</b>	May 01, 2021	<b>Duration:</b>	7 months (up to 30 November 2021)
<b>Estimated Number of Working Days:</b>	60 Working Days		
<b>Reports to:</b>	Sophiko Akhobadze	RECC Executive Director	

## 1. DESCRIPTION OF OBJECTIVES OF THE ASSIGNMENT

### 1.1. Background

The Regional Environmental Centre for the Caucasus (RECC) as operational partner is involved in implementation of the Global Environmental Facility (GEF) financed project Achieving Land Degradation Neutrality Targets of Georgia through Restoration and Sustainable Management of Degraded Pasturelands – GEF Project ID: 10151<sup>1</sup> ("the Project"). GEF Implementing Agency for the Project is the Food and Agriculture Organization of the United Nations (FAO).

With the above regard, in May 2020 the RECC and FAO signed Operational Partners Agreement (OPA) for implementation of the Grant Project "Achieving Land Degradation Neutrality Targets of Georgia through Restoration and Sustainable Management of Degraded Pasturelands". This Agreement governs the implementation by the RECC of the relevant parts of the Project as defined in the results matrix, work plan and budget in Annex 3 of the OPA. It describes the relationship between the RECC and FAO and their responsibilities.

<sup>1</sup> Project "Achieving Land Degradation Neutrality Targets of Georgia through Restoration and Sustainable Management of Degraded Pasturelands (2020-2023)" - (GEF Project ID. : 10151, Focal Area: Land Degradation, GEF Period: GEF-7, Approved for Implementation: Feb-2020). <https://www.thegef.org/project/achieving-land-degradation-neutrality-targets-georgia-through-restoration-and-sustainable>

Under the Project and within the context of Land Degradation Neutrality (LDN), Georgia aims to maintain and increase the amount of healthy and productive land resources in line with the national sustainable development goals. Georgia has released five voluntary LDN targets. The project is directly linked to the implementation of two of these targets: Target 1: Integrate LDN principles into national policies, strategies and planning documents; and Target 4: Degraded land will be rehabilitated.

Project consists of four subsequent components: (1) Policy and Regulatory/Institutional, (2) Demonstration, (3) Capacity Building and (4) Knowledge Management.

**Component 1 (*Strengthening the regulatory and institutional framework for sustainable management of pasturelands in Georgia*)** represents cornerstone of the Project and particularly refers to development and formal adoption of National Pastureland Management Policy Document (NPMPD) that will be further used for drafting of new national legislation on pastures with focus on implementation of Land Degradation Neutrality(LDN) principles and integration into agricultural and other sectoral national policies and strategies.

Under the component 1 the project will facilitate the development of the State vision / policy and laws for pasture management following SLM principles and will ensure establishment of the required institutional framework for pasture management. Building on the baseline, the project will address the lack of pastureland conservation and development policies in the context of the LDN. It will enhance legal, policy, and institutional frameworks for LDN with the focus on the implementation of SLM principles on pasturelands, and ensure effective coordination mechanism at horizontal (between responsible Ministries and Agencies) and vertical levels (between levels of administration), as well as the synergies between the three Rio Conventions in Georgia.

NPMPD will be discussed and agreed by the national pasture platform and working group. NPMPD will be disseminated for wider public review and facilitation of at national and local levels for governmental approval.

The policy should be supported by technical tools/information and capacity needs and opportunities. Therefore, NPMPD will be closely linked to the work being done under Components 2 and 3.

National pastureland management policy will closely be linked to existing agricultural and other sectoral national policies and strategies and will be reflected into updated Strategies for Agriculture and Rural Development and their Action Plans, to be prepared by the GoG.

Georgia land reform conducted in the 1990's distributed the state owned land equally to the rural households and resulted in a large number of small private family farms with an average holding size of less than 1 ha and fragmented into an average of 4-5 parcels. In the three target Municipalities, the majority of farmers own 1-2 ha of agricultural land, where only a small percent of them are female owners.

Pastures can be under the private, municipal or state ownership. Nevertheless, the vast majority of pastures are owned by the State and Municipalities, and only a small amount is in the private ownership. Since 2005, the privatization of pastures is no longer allowed. Municipalities may lease the registered pastures, but it was rarely practiced. All pastures that are not registered after municipalities or private owners, are managed by the Agency of Public Registry (NAPR) under the Ministry of Economy and Sustainable Development of Georgia. Currently there is a moratorium on leasing out public pastures until the land has been registered.

Most villagers rely on so called "village pastures" located within 1-9 km around the settlements. These pastures are de facto managed as commons and there are no specific legal provisions regarding them. These pastures are either used by all residents free-of-charge or leased to someone informally (without contract).

The project will develop Pastureland Management Plans in three target municipalities and manage LDN counterbalancing at the level stipulated in the plans (Dmanisi, Gurjaani, and Kazbegi). The project will strengthen the enabling environment for LDN, land-use planning processes, and security of tenure rights with the specific focus on pasture lands.

The World Bank and the National Agency of Public Registry (NAPR) of Georgia are currently working on systematic land registration. Systematic land registration mechanisms were piloted in 12 areas in order to inform the design of a future national systematic land registration programme. The Ministry of Environmental Protection and Agriculture (MEPA) is also interested and attempting to integrate land consolidation activities into the process of systematic land registration. Opposed to all other countries in the region, a first systematic land registration was never completed in Georgia and only around 30 percent of the arable agricultural land is registered in NAPR.

To address land degradation and promote sustainable pastureland management in Georgia will thus need to integrate and possibly generate change at the level of the land tenure governance. In this regards, the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT) (FAO CFS, 2012b) which are the only internationally negotiated framework on governance of tenure can serve as a reference for the policy formulation process.

Agreed and validated (at national level) NPMPD will be used as guiding tool (and Terms of References) for drafting the pastureland management legislation with the focus on implementation of LDN principles. The LDN principles for good governance in particular underpin the whole LDN process and are integral to its overall success. They promote the establishment of mechanisms and policies at the national and sub-national levels that guarantee the long-term sustainability of LDN achievements and the sustainable and participatory management of land. During COP 14, the parties decided to encourage to follow the VGGT principles, taking into account the principles of implementation, in the implementation of activities to combat desertification/land degradation and drought and achieve land degradation neutrality. To this end, the parties have requested FAO to support UNCCD secretariat with the production of a technical guide for the integration which can be used during the NPMPD formulation process. The UNCCD recognizes<sup>2</sup> seven principles of responsible land governance<sup>3</sup>:

Based on the policy recommendations, presenting the overall State vision of the management of pastures, the project through Component 1 will support Government of Georgia (GoG) in the drafting a Law on Pastureland.

Development of the National Pasturelands Management Policy Document will be preceded by **Feasibility Study of Integrated Pastureland and Livestock Development in Georgia, including Cost-benefit Analysis for Current and Alternative Future Scenarios** to be co-financed by the IFAD project. Feasibility study will serve as basic analytical tool (*tool for economically informed policy decision-making*) to be further used for identification of the best policy transformation options under National Pastureland Management Policy Document (NPMPD).

## 1.2. General objective of the assignment

International Consultant for Development of National Pastureland Management Policy Document in Georgia provides consultancy services of technical assistance for development of NPMPD concerning RECC's relevant Project parts under the OPA.

He/She will work under the overall guidance and supervision of the RECC Executive Director (Project Policy and Institutional Advisor – *RECC Project Core Team Supervisor/Manager*), the Project Technical Advisor in Agricultural Development (*RECC Project Core Team Coordinator*) and under the technical guidance of the FAO Project Coordinator (PC) in close consultation with the government designated National Project Director (NPD) representing the Ministry of Environmental Protection and Agriculture of Georgia (MEPA) and in cooperation with the National Consultant on Pastureland Management Policy and IFAD delegated experts.

## 2. SCOPE OF THE ASSIGNMENT

### 2.1. Specific Task

Specific task of the assignment is implementation of the following activities of Output 1.1.1 (*A national pastureland management policy contributing to implementation of LDN principles, designed and agreed with key stakeholders*) of the Project:

**Activity 1:** A National pastureland management policy integrating LDN principles agreed and drafted in participatory manner through National Pastureland/LDN stakeholder consultation (series of roundtables, workshops, discussions) under the national multi-stakeholder platform and based on Feasibility study of integrated pastureland and livestock development in Georgia (incl. cost-benefit analyses for current and alternative future scenarios)

---

<sup>2</sup> <https://www.unccd.int/publications/land-balance>

<sup>3</sup> <https://www.unccd.int/publications/scientific-conceptual-framework-land-degradation-neutrality-report-science-policy>

The purpose of the National Pastureland Management Policy Document is establishment of unified, consistent pasture management approach that would facilitate achievement of LDN national targets, as well as ensure sustainable development of livestock farming and increasing agricultural productivity.

The National Pastureland Management Policy shall consider pasturelands (including all types of pastures – summer winter, intermediary and village pastures) as part of wider grazing systems, often spanning multiple ecosystems and territories used by different social and economic categories of livestock holder, with different priorities and reasons to engage in livestock production. Issues of integrated summer and winter pasture management and traditional nomadism should be considered.

The National Pastureland Management Policy Document (National Policy Concept on Sustainable Pastureland Management) is a general policy document that discusses the need to develop a strategy and includes the identification of problems, vision, principles and sectoral priorities on which the strategy should be based. The concept is approved to save resources so as not to plan policies that are not needed or are not in line with government priorities and objectives, or that different agencies cannot agree on principled issues to develop a specific area. The concept should also include information on the means of implementation.

The structure of the National Pastureland Management Policy Document shall be in accordance with the requirements set by the legislation of Georgia, in particular, by the “Rules on Policy Development, Monitoring and Evaluation” approved by the Resolution #629 of the Government of Georgia adopted December 20, 2019 and an annex to the same resolution “Policy Planning, Monitoring and Evaluation Guide”. In particular, the National Pastureland Management Policy Document should include the following chapters:

1. Introduction;
2. Situation analysis;
3. Vision;
4. Principles;
5. Sectoral priorities;
6. Implementation;
7. Deadlines (for a specified period).

The above chapters should be developed in accordance with the “Policy planning, monitoring and evaluation guideline” (An Annex to the Government of Georgia /GoG/ Resolution #629 of Decmebre 20, 2019).

In recent years a number of studies were conducted for assessment of pasturelands management in Georgia under UNDP<sup>4</sup>, GIZ<sup>5</sup>, other donor driven projects and programs, and also during the current project formulation. The socio-economic analysis revealed a number of constraints that the proposed policy will target. For example, sustainable access to pasturelands was revealed as a major constraint for agricultural producers in Georgia. These studies should be considered in situational analysis and other sources should be considered in situational analysis. Additional studies shall be performed as needed.

International relevant guidelines and technical guides (e.g. the Technical guide on VGGT integration to UNCCD convention), will be also used to inform the policy formulation process. Recent political, legislative and institutional

---

<sup>4</sup> **Strengthening Policies for Pastures Management in Georgia: Gap Analysis, International Good Practice, and Proposed Roadmap.** MoEP/EU/UNDP. 2016.  
[https://www.ge.undp.org/content/georgia/en/home/library/environment\\_energy/strengthening-policies-for-pastures-management-in-georgia.html](https://www.ge.undp.org/content/georgia/en/home/library/environment_energy/strengthening-policies-for-pastures-management-in-georgia.html)

<sup>5</sup> REC Caucasus (2019). **Pastures Management in Georgia: Situation Analysis and Main Challenges, Recommendations for Development of Pastures Sustainable Management Programme** / Document of Desk-based Research (Background Study) for Facilitation of Establishment of the State Program for Sustainable Pasture Management in Georgia / Authors: Anja Salzer, International Expert, Germany (Team Leader), Ana Rukhadze and Kakha Artsivadze, National Experts, Georgia / Prepared under the German Government supported GIZ Programme “Integrated Biodiversity Management in the South Caucasus (IBiS)” / REC Caucasus, Tbilisi, October 2019. <https://rec-caucasus.org/wp-content/uploads/2020/08/1574947976.pdf>

REC Caucasus (2019). **Assessment of Pasture Condition in Sagarejo Municipality, Georgia including a Socio-Economic Assessment** /Final Report: 1st Edition / Authors: ESTOK UG, Bernau, Germany (Ronald Kruwinus, Anja Salzer and Jonathan Etzold), in cooperation with GISLab, Tbilisi, Georgia (Giorgi Mikeladze) / Report prepared within the framework of the GIZ’s Programme “Integrated Biodiversity Management in the South Caucasus (IBiS)” /REC Caucasus, Tbilisi, Georgia – October, 2019. <https://rec-caucasus.org/wp-content/uploads/2020/08/1574947051.pdf>

changes must be taken into account. Overview of the best international practices of the pastures sustainable management shall be included.

The National Pastureland Management Policy Document shall be developed in close consultation with the activity for preparation of a **Feasibility Study of Integrated Pastureland and Livestock Development in Georgia, including Cost-benefit Analysis for Current and Alternative Future Scenarios** co-financed by IFAD.

## 2.2. Planned Activities under the Assignment

The following steps are envisaged to be undertaken by the **International Consultant** within the assignment process:

### **a. Elaborate draft of main principles, scope and outline for national pastureland management policy document with integration of LDN principles**

Elaborate draft of main principles, scope and outline for national pastureland management policy document with integration of LDN principles.

If found necessary, for elaboration of draft outline, the **International Consultant** will produce questionnaire which will be distributed by the RECC Project Team among stakeholders (*MEPA, relevant entities of the MEPA, other line ministries, local authorities, farmers associations, NGOs/CSOs, private sector representatives, experts etc.*) to collect necessary information.

Draft main principles, scope and outline for national pastureland management policy document with integration of LDN principles should, as appropriate, take into account the following aspects:

- Objectives of sustainable pastureland management;
- Principles of participatory sustainable pastureland management in the context of good land governance for LDN;
- Economic and ecological importance of pastures;
- Pasturelands resources definitions;
- Climate change risks and opportunities as pertains to pasturelands;
- Situation analyses: Current legislation of Georgia related to pastures, current state of pastures, including issues of pasture degradation; The role of pastures in livestock development, etc;
- Pasture cadastral registration, inventory, identification, delineation and registration as an important technical precondition for the implementation of regulatory mechanisms;
- Assignment of pasture category to agricultural land, change of category, involvement of local population and local self-government bodies in the process of change of category, compensatory measures;
- Classification of pastures according to functional purpose (cultivated pastures, natural pastures, natural meadows, etc.) and seasonal use (winter and summer pastures);
- The right to own pastures (pasture lands as state, municipal and private property), taking into account all types of pastures (summer, winter and "village pastures", transhumance routs);
- System for granting the right to use pastures;
- The national and sub-national institutional set-up pasturelands governance and management (clarification and disaggregation of responsibilities of different agencies relevant within the pastoral system, decentralization of allocation or management of pastures), options of institutional arrangement shall be analysed da best one identified based on SWOT analyses;
- Leasing of pastures;
- "Village pasture" as an object of actual common property and its management;
- Granting priority right to use pastures to the local population (actual primary users);
- development of management plans in a participatory approach, integration of prevention of land degradation and conservation of biodiversity;
- Obligations of the parties using the pastures;
- Use of pastures on forest lands) directly in forest-covered areas and non-forested areas);
- Use of pastures in the categories of protected areas under strict protection (state reserve, natural monument, national park and managed reserve);
- Integrate pasture management into the spatial planning process;
- Obligation of developing pastures management and monitoring plans; Develop management plans through a participatory approach focused on prevention of soil degradation and maintenance of biodiversity;

- The right to pastoral mobility and integrated management of winter and summer pastures;
- Pasture monitoring and law enforcement;
- Rules of pastures utilization rules sustainable pasture management technologies and their transfer to livestock keepers;
- Veterinary safety and infrastructure of winter and summer pastures and transhumance routs;
- EU Food Safety Requirements for Pastures;
- Economic and tax aspects of pasture use and livestock.

The **International Consultant** will support the selection of national Pastureland Management Policy and other relevant national experts who should be involved in the development of specific thematic areas of the policy document and presents their general technical tasks (ToRs).

**b. Validate draft and elaborate final version of main principles, scope and outline for national pastureland management policy document with integration of LDN principles**

Draft of main principles, scope and outline for national pastureland management policy document with integration of LDN principles will be validated at validation working meeting of stakeholders and experts.

The **International Consultant** will make keynote presentation at the one-day (online) validation working meeting and produce stakeholder feedback summary report.

When appropriate, the **International Consultant** will be assisted by the RECC Project Team in collection of stakeholder pre/post-meeting feedback information.

The **International Consultant** shall insure that English language draft version of main principles, scope and outline for national pastureland policy document with integration of LDN principles is prepared in time, prior of the agreed date for validation working meeting - so, that there is reasonable time for translation into Georgian language and further distribution before the meeting among stakeholders and experts.

Validation working meeting of stakeholders and experts will be organized by the RECC Project Team. The meeting will be provided with simultaneous translation services.

Based on stakeholder feedback, the **International Consultant** will elaborate final version of the main principles, scope and outline for national pastureland policy document with integration of LDN principles.

**c. Elaborate draft national pastureland policy document with integration of LDN principles**

The **International Consultant** in accordance with final version of main principles, scope and outline for national pastureland policy document with integration of LDN principles, will develop draft national pastureland policy document with integration of LDN principles

**d. Validate draft national pastureland policy document with integration of LDN principles**

Draft national pastureland policy document with integration of LDN principles will be validated at one-day (on-line) national validation workshop of key stakeholders (*MEPA, relevant entities of the MEPA, other line ministries, local authorities, farmers associations, NGOs/CSOs, private sector representatives etc.*) and experts.

**International Consultant** will make keynote presentation at the national workshop and produce stakeholder feedback summary report.

The **International Consultant** will be assisted by the RECC Project Team in collection of stakeholder pre/post-workshop feedback information.

The **International Consultant** shall insure that English language draft version of national pastureland policy document with integration of LDN principles is prepared in time, prior of the agreed date for national validation workshop - so, that there is reasonable time for translation into Georgian language and further formal distribution before the workshop among national key stakeholders and experts.

National validation workshop will be organized by the RECC Project Team. The workshop will be provided with simultaneous translation services.

**e. Develop final version of national pastureland policy document with integration of LDN principles**

Based on outputs from national validation workshop and feedback from key stakeholders, **International Consultant** will develop:

- Final version of national pastureland management policy document with integration of LDN principles

**2.3. Reporting Obligations: Deliverables and Reporting Schedule**

The **International Consultant** will submit reports (in electronic format) to the following deliverables in English language:

*Table 1. Reporting Obligations*

<b>Report Index</b>	<b>Name of Deliverable/Means of Verification</b>	<b>Time of Submission</b>
<b>R1</b>	<b>(i)</b> Draft of main principles, scope and outline for national pastureland policy document with integration of LDN principles and general ToRs for national experts <b>(ii)</b> Stakeholder feedback summary report (based on validation working meeting outcomes and pre/post-meeting feedback information) <b>(iii)</b> Final version of main principles, scope and outline for national pastureland policy document with integration of LDN principles	May, 2021
<b>R2</b>	<b>(iv)</b> Draft national pastureland management policy document with integration of LDN principles	August, 2021
<b>R3</b>	<b>(v)</b> Stakeholder feedback summary report (based on national validation workshop outcomes and pre/post-workshop feedback information)	September, 2021
<b>R4</b>	<b>(vi)</b> Final version of national pastureland policy document with integration of LDN principles	November, 2021

All deliverables are subject for review and approval by the RECC.

**2.4. Payment Schedule and Estimated Time Input**

The **International Consultant** shall submit to the RECC the reports in the form and within the time periods specified in Table 1 (Reporting Obligations) as per Terms of Reference, acceptable to the RECC. The payment mode for the service will be applied based on delivered reports and acts of acceptance (*Service Delivery Acceptance Acts*) signed by both sides (RECC and the **International Consultant**) and submitted by the **International Consultant** of original invoices to the RECC.

RECC will only make milestone payment based on achievement of specific deliverables as specified in time schedule for submission of deliverables as per Table 1 (Reporting Obligations).

The schedule of payments and estimated time input are specified below:

<b>Report Index for Deliverables</b>	<b>Estimated Number of Working Days</b>	<b>Amount of Transfer</b>	<b>% of total contract ceiling for the Services (total Value of the Service)</b>
<b>R1</b>	15	Number of working days x Working day rate	15%
<b>R2, R3</b>	30	Number of working days x Working day rate	50%
<b>R4</b>	15	Number of working days x Working day rate	35%
<b>Total</b>	<b>60</b>	60 working days x Working day rate	100%

### **3. OVERALL DUTIES AND RESPONSIBILITIES, QUALIFICATIONS, EXPERIENCE AND TECHNICAL COMPETENCIES**

#### **3.1. Overall Duties and Responsibilities**

The **International Consultant** will have the following tasks:

- Liaise with the RECC Executive Director (Project Policy and Institutional Advisor – *RECC Project Core Team Supervisor/Manager*), Technical Advisor in Agricultural Development (*RECC Project Core Team Coordinator*), FAO Project Team, MEPA, project partners and other stakeholders to ensure flow of expected deliverables under this Terms of Reference
- Provide technical support to the implementation of the Project approach
- Review of lessons learned and make recommendations for improving the performance and the necessary adjustments to the assignment work plan
- Attend (on-line) and support work of the Project Steering Committee when appropriate as per RECC requirement

#### **3.2. Qualifications and Experience Requirements**

The **International Consultant** should have:

- Adequate educational background and specialization in Natural Resources and/or related fields, or work experience equivalent
- At least 5-7 years of international experience and familiarity with agricultural, natural resources use, pasture sustainable management issues
- Demonstrated experience with development of pasture sustainable management policies including communal pastureland management
- Experience working with Georgian landscapes and familiarity with land management issues

#### **3.3. Technical Competencies**

- Results focused
- Good expert skills
- Ability to develop good interaction and exchange with a variety of stakeholders
- Good understanding of project document incl. results framework
- Good reporting skills
- Good communication capacity
- Good written and oral working knowledge of English
- Advanced computer skills

### **4. AWARD CRITERIA**

Evaluation will be made in accordance with the quality/price-based selection method per REC Caucasus procedures and rules. The best value for money will be established by weighing technical quality against price on an 80/20 basis.

The quality of each technical offer will be evaluated in accordance with the award criteria and the associated weighting as detailed in the evaluation grid specified in Annex 1 of this Terms of Reference.



Annex 1. Evaluation Grid

EVALUATION GRID	Maximum
<b>Organisation and Methodology</b>	
<i>( Max 30 points )</i>	
Rationale	10
Strategy	10
Timetable of activities	10
<b>Total score for Organisation and methodology</b>	<b>30</b>
<b>Expert</b>	
<i>( Max 70 points )</i>	
<b>Qualifications and skills</b> <i>Adequacy of Educational background for tasks</i>	10
<b>General professional experience</b> <i>(At least 5-7 years of experience)</i>	5
<b>Specific professional experience</b>	
<i>Experience and knowledge about pasture sustainable management policy and strategies including legislation and institutional arrangements, socio-economic aspects, EU Food Safety Requirements for Pastures; etc.</i>	10
<i>Specific Knowledge of pasturelands classification, delineation, land tenure issues;</i>	10
<i>Practical international experience in pasture sustainable management policy and strategies development;</i>	10
<i>Experience in performing of analytical, programmatic and policy-making work in the fields of pasture sustainable management;</i>	15
<b>Specific Qualifications and skills</b>	
<i>Writing and communication skills in English and also strong interpersonal and general communication skills, strong cultural sensitivity and ability to work in multi-cultural environments</i>	10
<b>Total score for Expert</b>	<b>70</b>
<b>Overall total score</b>	<b>100</b>