Terms of Reference

Procurement of Consultancy Services
of Pastureland Policy National Expert for Technical Assistance
in Data Gathering and Analyses
for Development of National Pastureland Management Policy
Documentation in Georgia

Publication Reference Number: **027RECC/G/FAO-16-2021**

Contract Title:	Consultancy Service Contract for Technical Assistance in Data Gathering and Analyses for Development of National Pastureland Management Policy Documentation in Georgia
Contract Type:	Fee-based
Contracting Organization:	The Regional Environmental Centre for the Caucasus (RECC)
Division/Department:	RECC Projects' Implementation Unit
Programme/Project Number:	**"Achieving Land Degradation Neutrality Targets of Georgia through Restoration and Sustainable Management of Degraded Pasturelands"** *(GEF Project ID: 10151 / FAO Entity Number: 654524 / FAO Project Symbol: GCP/GEO/006/GFF)*
Duty Station:	Tbilisi, Georgia
Expected Start Date of Assignment: September 01, 2021	**Duration: 12 months** (up to 31 August, 2022)
Estimated Number of Working Days:	100 Working Days
Reports to:	Sophiko Akhobadze, RECC Executive Director

1. DESCRIPTION OF OBJECTIVES OF THE ASSIGNEMENT

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" ("the Project")[1]. 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

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[1] *https://www.thegef.org/project/achieving-land-degradation-neutrality-targets-georgia-through-restoration-and-sustainable*

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.

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 Government of Georgia (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 regard, 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. It has to be mentioned that the UNCCD recognizes[2] seven principles of responsible land governance[3].

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.

1.2. General objective of the assignment

Pastureland Policy National Expert ("*National Expert*") provides consultancy services for technical assistance in development of the NPMPD.

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 RECC's International Consultants hired for Development of NPMPD, in close consultation with the government designated National Project Director (NPD) representing the Ministry of Environmental Protection and Agriculture of Georgia (MEPA).

2. SCOPE OF THE ASSIGNMENT

2.1. Specific Task

Specific task of the assignment of the **National Expert** is *data gathering and analyses* for development of National Pastureland Management Policy Documentation in Georgia.

Development of the NPMPD is prescribed under activity 1 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.

The purpose of the NPMPD will be establishment of unified, consistent pasture management approach that will facilitate achievement of LDN national targets, as well as ensure sustainable development of livestock farming and increasing agricultural productivity.

The NPMPD will consider pasturelands (including all types of pastures – summer winter, intermediary and s.c. "*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 will be also considered.

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[2] https://www.unccd.int/publications/land-balance
[3] https://www.unccd.int/publications/scientific-conceptual-framework-land-degradation-neutrality-report-science-policy

The NPMPD will be a general policy document that will discuss the need to develop a strategy and include the identification of problems, vision, principles and sectoral priorities on which the strategy should be based. The NPMPD will be 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 NPMPD 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 in December 20, 2019 and an annex to the same resolution "Policy Planning, Monitoring and Evaluation Guide". In particular, the NPMPD 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 December 20, 2019).

In recent years a number of studies were conducted for assessment of pasturelands management in Georgia under UNDP[4], GIZ[5], 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 for the NPMPD and other sources should be considered in situational analysis as well. 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 changes must be taken into account. Overview of the best international practices of the pastures sustainable management shall be included.

2.2. Planed Activities under the Assignment

The following steps are envisaged to be undertaken by the **National Expert** within the assignment process:

- Collect studies and reports on actual pasture use patterns and non-formalised social institutions governing pastures in different regions of Georgia, including in Georgian language.
- Obtain official data, statistics, and where available maps, required to characterise and understand existing situation on pasture land title registration and tenure, pasture distribution (*according to municipalities, regions and ownership types and, in addition, for state owned pastures according to governing agencies*) and access in Georgia and make their analyses under the guidance of the Pasture Policy International Consultants;
- Identify key actors and stakeholders in pasture management policy and study for interview and participation in NPMPD related validation workshops;
- Support design of questionnaires for key stakeholders, together with the Pasture Policy International Consultants;
- Conduct the questionnaires and, where necessary, hold additional semi-structured interviews with key stakeholders;
- Obtain feedback on possible scenarios for pasture management models from key stakeholders;
- Collect feedback from stakeholders following NPMPD related validation workshops;
- Identify possible pasture management best models - based on feedback from stakeholders and analyses of existing studies and reports and desk-based assessments of the outcomes and possible upscaling of pilot projects testing pasture management tools and approaches which have already been attempted in Georgia;
- Contribute to the elaboration of the NPMPD based on materials collected and consultations conducted during the project period.

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[4] **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
[5] 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, National Expert, 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*

2.3. Reporting Obligations: Deliverables and Reporting Schedule

The **National Expert** will submit *__monthly progress reports__* (in electronic format) to the following deliverables in **English language**:

Table 1. Reporting Obligations

Report Index	Name of Deliverables/Means of Verification	Time Period of Submission
R1 R2 R3 R4	**(i-a)** Collected studies and reports on actual pasture use patterns and non-formalized social institutions governing pastures in different regions of Georgia, including in Georgian language; **(i-b)** Annotated review of collected studies and reports, including in Georgian language; **(ii-a)** Set of obtained official data, statistics, and where available maps, required to characterize and understand existing situation on pasture land title registration and tenure, pasture distribution (according to municipalities, regions and ownership types and, in addition, for state owned pastures according to governing agencies) and access in Georgia; **NOTE**: data and statistics, and where available maps, have to be collected/obtained from: (a) National Agency of Public Registry (**NAPR**); (b) National Statistics Office of Georgia (**GeoStat**); (c) National Agency of State Property (**NASP**); (d) National Agency for Sustainable Land Management and Land Use Monitoring (**NASLMLUM**); (e) National Forest Agency (**NFA**); (f) Rural Development Agency (**RDA**), and (g) Protected Areas Agency (**APA**). **(ii-b)** Aggregated and structured data and statistics collected/obtained from different sources, where available in a form of comparative tables; **(iii-a)** Identification of key actors and stakeholders in pasture management policy and study for interview; **(iii-b)** Support to Pasture Policy International Consultants in design of questionnaires for key stakeholders; **(iii-c)** Conduct the questionnaires and interviews with key stakeholders; **(iv-a)** Collection and analyses of feedback from stakeholders following NPMPD related validation workshop(s);	September-December, 2021
R5 R6 R7 R8	**(ii-c)** Analyses of data and statistics collected/obtained from different sources; **NOTE 1**: This part could start in the preceding period, if analysis includes picking out and summarizing key statistics as they become available. **NOTE 2**: One of the main outcomes of data and statistical analyses, *inter alia*, shall be aggregated data (at least as of Sep/Oct-2021) at national and regional levels on <u>registered in public registry</u> pasture land plots and their distribution according to <u>ownership</u> and <u>encumbrances</u> (*such as lease, sub-lease, usufruct and superficies*) types. This kind of aggregation into key summary tables could be initiated in November/December once the statistics are obtained. **(ii-d)** Where necessary, collection of additional data and statistics from different sources;	January-April, 2022

	(iii-d) Collection of feedback on possible scenarios for pasture management models from key stakeholders; **(iii-e)** Writing up of results of the interviews with key stakeholders; **(iii-f)** Where necessary, holding of additional semi-structured interviews with key stakeholders; **(iv-b)** Collection and analyses of feedback from stakeholders following NPMPD related validation workshop(s); **(v-a)** Desk based assessments of the outcomes and possible upscaling of pilot projects testing pasture management tools and approaches which have already been attempted in Georgia; [*This part should be accurately coordinated with the Project Team to avoid overlapping with tasks of the National Expert for Protected Areas related Pastureland Management Analyses*]. **(v-b)** Assessment of the cooperative pasture management program; NOTE: Cooperative pasture management program - state program run by former Cooperatives Development Agency - CDA (*currently merged with Rural Development Agency - RDA*) in which pastures were allocated to cooperative groups in parallel to grants and loans for livestock production provided by the former CDA. The MEPA was planning to assess this programme over coming years so that the results would inform decision making about future directions for pasture management and tenure. It would be useful to understand how this program was and currently is going and what issues surround the pasture allocation procedures used. **(vi-a)** Identification of potential pasture management best models - based on feedback from stakeholders and analyses of existing studies and reports and desk-based assessments (*incl. identification of links to current and future investment in pastureland development that should be also considered as this will help in developing bankable projects, which is one of the activities in the project*); **(vii-a)** Contribute to the elaboration of the NPMPD based on materials collected and consultations conducted per Pasture Policy International Consultants guidance;	
R9 **R10** **R11** **R12**	**(iv-c)** Collection and analyses of feedback from stakeholders following NPMPD related validation workshop(s); **(vi-b)** Finalisation of identification of potential pasture management best models - based on feedback from stakeholders and analyses of existing studies and reports and desk-based assessments; **(vii-b)** Contribute to the elaboration of the NPMPD based on materials collected and consultations conducted and per Pasture Policy International Consultants guidance.	May-August, 2022

All deliverables are subject for review and approval by the RECC and RECC's Pasture Policy International Consultants.

2.4. Payment Schedule and Estimated Time Input

The **National Expert** shall submit to the RECC the monthly progress reports 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 **National Expert**).

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:

Table 2. Schedule of Payments and Estimated Time Input

Monthly Progress Report Index for Deliverables	Estimated Number of Working Days	Amount of Transfer	% of total contract ceiling for the Services (*Total Value of the Service*)
R1	8	Number of working days x Working day rate	8%
R2	8	Number of working days x Working day rate	8%
R3	8	Number of working days x Working day rate	8%
R4	8	Number of working days x Working day rate	8%
R5	8	Number of working days x Working day rate	8%
R6	8	Number of working days x Working day rate	8%
R7	8	Number of working days x Working day rate	8%
R8	8	Number of working days x Working day rate	8%
R9	8	Number of working days x Working day rate	8%
R10	8	Number of working days x Working day rate	8%
R11	8	Number of working days x Working day rate	8%
R12	12	Number of working days x Working day rate	12%
Total	*100*	*100 Working days x Working day rate*	*100%*

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

3.1. Overall Duties and Responsibilities

The **National Expert** 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, International Consultants for development of NPMPD, 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 project 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 **National Expert** should have:

- Master of Science Degree or equivalent in Geography, Natural Resources, Agriculture and/or other related fields

- At least 3 years of experience and familiarity with natural resources (land and landscapes) planning and use, agricultural (incl. pasture management), environmental and climate change issues
- Demonstrated experience in natural resources data gathering and analyses
- Experience in GIS linked data systems, their operation and analyses
- Experience of working with Georgian natural resources and landscapes and familiarity with overall land management issues in Georgia

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
- Excellent written and oral knowledge of Georgian
- 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

Pastureland Policy National Expert for Technical Assistance in Data Gathering and Analyses for Development of National Pastureland Management Policy Documentation in Georgia

EVALUATION GRID	Maximum
Organisation and Methodology	
(Max 30 points)	
Rationale	5
Strategy	5
Timetable of activities	10
Total score for Organisation and methodology	**20**
Expert	
(Max 70 points)	
Qualifications and skills	
Adequacy of Educational background for tasks	10
General professional experience	
At least 3 years of experience	10
Specific professional experience	
Specific Knowledge of land categories (incl. pasturelands) classification, delineation, land registration	10
Knowledge about agricultural lands and landscapes (incl. pasture lands) planning and use aspects and related pilot projects implemented in Georgia	15
Practical experience in data gathering and processing on agricultural land (incl. pasture land); Experience in GIS linked data systems, their operation and analyses	15
Experience in performing of analytical and policy work in the field of natural resources (incl. land resources)	10
Specific Qualifications and skills	
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	10
Total score for Expert	**80**
Overall total score	**100**