



THE REGIONAL ENVIRONMENTAL CENTRE FOR THE CAUCASUS

Terms of Reference

Procurement of Consultancy Services of Pastureland Policy National Expert for Technical Assistance in Protected Areas related Pastureland Management Analyses for Development of National Pastureland Management Policy Documentation in Georgia

Publication Reference Number: 027RECC/G/FAO-18-2021

Contract Title:	Consultancy Service Contract for Technical Assistance in Protected Areas related Pastureland Management 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 and where available selected Protected Areas, Georgia		
Expected Start Date of Assignment:	September 01, 2021	Duration:	3 months (up to 30 November 2021)
Estimated Number of Working Days:	40 Working Days		
Reports to:	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 ("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

¹ 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>

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.

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 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.

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 of technical assistance for 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.

2. SCOPE OF THE ASSIGNMENT

2.1. Specific Task

Specific task of the assignment of the **National Expert** is technical assistance in **Protected Areas related Pastureland Management 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 shall 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.

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 UNDP², GIZ³, 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 the NPMPD situational analysis in parallel with other sources. Additional studies shall be performed as needed.

With the above regard, the **National Expert** shall prepare the **Report on Protected Areas related Pastureland Management Analyses ("PAsPM Analyses Report")**.

2.2. Planned Activities under the Assignment

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

a. Elaboration of detailed outline for PAsPM Analyses Report

In consultation with RECC and RECC's Pasture Policy International Consultants the **National Expert** will develop detailed outline for PAsPM Analyses Report Institutional Analyses Report, that may include, but not be limited to, the following aspects:

➤ **Brief Overview of Protected Areas (PAs) System in Georgia:**

- *National PA categories (incl. their correspondence with IUCN⁴ PA management categories)*
- *Ownership of PAs lands and their management subordination (governance) system according to PA categories*
- *Zoning system for PA categories*
- *PA categories and PA zones where pasture use (grazing and hay harvesting) is allowed and overall statutory requirements regarding land management or stocking rates/hay harvesting rates for pastures*
- *PAs Management Plans (MPs), PAs Temporary Regulations (TRs) and PAs Pasture Management Plans (PMPs), synergies between them and their regulatory (statutory) status*
- *Short description of PMPs development procedures and technical guidelines (if any) and their regulatory (statutory) status*

² 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

³ 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>

⁴ International Union for Conservation of Nature. <https://www.iucn.org/>

- *PAs Sectoral Integrated Development Programmes (SIDPs) and Special Programmes (SPs), their statutory status and synergies with MPs and PMPs*
- *List of all PA categories with indication of, inter alia, their total terrestrial acreage, land ownership and management subordination types, and acreage of pasture lands that are allowed for agricultural use (grazing and hey making)*
- *List of all planned (projected) PA categories with indication of, inter alia, their indicative total terrestrial acreage, land ownership and management subordination types, and indicative acreage of pasture lands (whether foreseen for further agricultural use /grazing and hey making/ or not)*
- *Other related issues*

➤ **Pastureland management issues in PAs that are directly managed by Protected Areas Agency (APA):**

[based, inter alia, on interviews with both local APA staff and, where available, with pasture users]

- *Current formal status of PAs pasturelands under APAs direct management and how they are distinguished from that of “natural grasslands/meadows” within the context of main national land categories such as agricultural and non-agricultural lands*
- *Existing pastureland inventory system for PAs under APAs direct management; Existing pastureland inventory data base(s) and their description; Main entries of inventory data; Sample(s) of inventory sheet(s) for particular pasture land plot(s)*
- *Description of existing PMPs for PAs pasturelands under APAs direct management; Percentage of pasturelands covered by PMPs*
- *Future plans for extension of inventory and PMPs development works*
- *Description of restoration measures taken so far on pasturelands under APAs direct management*
- *Description of monitoring measures taken so far on pasturelands under APAs direct management*
- *Description of administrative penalties system for illegal use of pastures in PAs*
- *Description of compensation mechanism for damage caused to PAs pastures*
- *Implementation of administrative and procedural rules in granting of use rights on pasturelands under APAs direct management:*
 - *Administrative and procedural rules for granting of use rights (such as lease, sub-lease, usufruct and superficies) on pasturelands under APAs direct management*
 - *Involvement of National Agency of State Property (NASP) and other agencies in the above procedures*
 - *Total number of (registered in Public Registry) lease-contracts and acreage of leased pasturelands under APAs direct management - as of September 01, 2021*
 - *Lease fees and their accumulation by the APA (average annual figures for last 3-year period compared to APAs total annual revenues for the same period)*
- *Assessment of livestock numbers on PAs lands directly managed by the APA (incl. total number on leased pasturelands)*
- *Assessment of livestock total numbers on PAs (directly managed by the APA) whether on leased pasturelands or not*
- *Assessment of household numbers on PAs pasturelands (directly managed by the APA) whether on leased pasturelands or not*
- *Reporting responsibilities of APA regarding pastureland management in PAs under APAs direct management*
- *Other related issues*

➤ **Pastureland management issues in PAs that are not managed by Protected Areas Agency (APA):**

- *General description of pastureland management system in PAs that are not managed by Protected Areas Agency (APA)*
- *Existing practice of pastureland inventory and planning system in PAs that are not managed by Protected Areas Agency (APA)*
- *Other related issues*

➤ **APAs pastureland management related capacities:**

- Pastureland management related organizational structure(s) and personnel of the APA
- Pastureland management related annual budget within total annual budget of the APA for 2020, 2021 and projection for 2020
- Pastureland restoration and monitoring related planned activities, national and international programmes and projects
- Other related issues

➤ **Clarification of specific PAs pastureland management issues:**

- Assessment of management effectiveness of recent pasture management approaches on PAs directly managed by the APA (based, inter alia, on interviews with both local APA staff and, where available, with pasture users):
 - In Vashlovani PAs the APA and UNDP have used various instruments, including leasehold contract design and pasture use planning procedures, to try and to improve pasture management; Samples of leasehold contracts used and special obligations regarding land management or stocking rates for pastures. Example of one of these contracts; Investigation of the details and overall assessment of effectiveness of these measures and the perception of them by pasture users themselves
 - PMPs have also been developed for Javakheti PAs and Lagodekhi PAs and again results of these experiments would be useful to assess
- Other projects on PAs directly managed by the APA:
 - Assessment of the outcomes and lessons learned from the rotational pasture management scheme in Chachuna Sanctuary (led by Sabuko NGO) and feasibility of upscaling it
 - Assessment of other pasture related pilot projects (e.g., in Borjomi-Kharaguli PAs) which are worth investigating
- Role of municipalities in pasture management on PAs that are not managed by the APA: In Tusheti Protected Landscape (corresponding to IUCN Category V) located in Akhmeta Municipality there has been a collaborative project together with GIZ (IBIS), in which municipal administration at certain extent was involved in pastureland leaseholds. Such a mechanism, together with spatial planning, is likely to be one of the main pasture management and LDN mechanisms which has to be explored and assessed. Therefore, the results of this pilot, the mechanisms used to support improved pasture management and their social, economic and environmental outcomes would be important to understand and assessed
- Other related aspects - as per RECC's Pasture Policy International Consultants' demand

➤ **Recommendations on further developments related to PAs pastureland management:**

- Needs for further developments in existing PAs pastureland management practices to ensure effective and sustainable use aided by more applicable technical and financial support
- Strengthening of APAs pastureland related capacities

➤ **Annexes**

- List of all pasturelands and their acreage within PAs (directly managed by APA) that are registered in Public Registry and titled as "pastureland" under "agricultural land category" – grouped by PA categories
- List of all pasturelands and their acreage within PAs (not managed by APA) that are registered in Public Registry and titled as "pastureland" under "agricultural land category" – grouped by PA categories

- List of all pasturelands within PAs (directly managed by APA) that are recognized under PAs MPs and/or (PMPs) as pasturelands allowed for agricultural use (for grazing and hay making) – grouped by PA categories
- List of all pasturelands within PAs (not managed by APA) that are recognized under PAs MPs and/or (PMPs) as pasturelands allowed for agricultural use (for grazing and hay making) – grouped by PA categories

b. Elaboration of draft PAsPM Analyses Report

Based on received comments on outline for the Report from RECC and RECC's Pasture Policy International Consultants, the **National Expert** will develop draft PAsPM Analyses Report.

c. Elaboration of final version of the PAsPM Analyses Report

Based on received comments on outline for the Report from RECC and RECC's Pasture Policy International Consultants, the **National Expert** will develop final version of the PAsPM Analyses Report.

2.3. Reporting Obligations: Deliverables and Reporting Schedule

The **National Expert** will submit reports (in electronic format) to the following deliverables in **Georgian language**:

Table 1. Reporting Obligations

Report Index	Name of Deliverable/Mean of Verification	Time of Submission
R1	(i) Detailed outline of the PAsPM Analyses Report	September, 2021
R2	(ii) Draft PAsPM Analyses Report	October, 2021
R3	(iii) Final version of the PAsPM Analyses Report	November, 2021

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

2.4. Payment Schedule and Estimated Time Input

The **National Expert** 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 **National Expert**) and submitted by the **National Expert** 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:

Table 2. Schedule of Payments and Estimated Time Input

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	4	Number of working days x Working day rate	10 %
R2	14	Number of working days x Working day rate	35 %
R3	22	Number of working days x Working day rate	55 %
Total	40	40 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*), RECC's International Consultants for development of NPMPD, FAO Project Team, pasture management related agencies and institutions, 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 **National Expert** should have:

- Master of Science Degree or equivalent in Natural Resource Management related fields, Biology, Nature Conservation, Economics, Law, Management and/or other related fields
- At least 3 years of experience and familiarity with planning, institutional and administrative issues related to protected areas land (incl. pastureland) management
- Demonstrated experience with development of protected areas resource management policies

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 working knowledge of Georgian language
- Basic written and oral working knowledge of English language
(*Good written and oral working knowledge of English will be an asset*)
- 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

<i>Ref. Number: 027RECC/G/FAO-18-2021</i>	
<i>Pastureland Policy National Expert for Technical Assistance in Protected Areas related Pastureland Management Analyses for Development of National Pastureland Management Policy Documentation in Georgia</i>	
EVALUATION GRID	Maximum
<i>Organisation and Methodology</i>	
<i>(Max 30 points)</i>	
<i>Rationale</i>	5
<i>Strategy</i>	5
<i>Timetable of activities</i>	10
Total score for Organisation and methodology	20
<i>Expert</i>	
<i>(Max 70 points)</i>	
<i>Qualifications and skills</i>	
<i>Adequacy of Educational background for tasks</i>	10
<i>General professional experience</i>	
<i>At least 3 years of experience</i>	10
<i>Specific professional experience</i>	
<i>Specific Knowledge of Georgia's protected areas framework</i>	10
<i>Knowledge about planning, institutional and administrative issues related to protected areas land (incl. pastureland) and resource management</i>	15
<i>Practical experience in implementation of regulatory framework for agricultural land management (incl. pasturelands) in protected areas</i>	15
<i>Experience in performing of analytical and policy work in the field of protected areas resource management</i>	10
<i>Specific Qualifications and skills</i>	
<i>Writing and communication skills in Georgian and also strong interpersonal and general communication skills, strong cultural sensitivity and ability to work in multi-cultural environments; Basic knowledge of written and oral English language (Good knowledge of written and oral English language as an asset)</i>	10
Total score for Expert	80
Overall total score	100