

25 December 2025

TERMS OF REFERENCE

Expert in public procurement

EU4Reconstruction Stream 2

General background

EU4Reconstruction. The European Union (EU), together with Denmark, Germany, France and Lithuania, launched EU4Reconstruction, a €37 million Team Europe Initiative (TEI) that unites the strength, experience and solidarity of the EU to support Ukraine's ongoing recovery and reconstruction.

The initiative aims to strengthen governance, improve public investment management, and enhance coordination across levels of government, with a strong emphasis on EU values. The TEI is divided in two parallel streams; one stream is composed of GIZ (Lead Organisation) and Expertise France (Partner Organisation) and the other gathers the Ministry of Foreign Affairs of Denmark (Lead Organisation) and Central Project Management Agency (Partner Organisation).

EU4Reconstruction will reinforce the leadership of the Ministry for Communities and Territories Development, strengthen the State Agency for Reconstruction and Development of Infrastructure (**SARDI or Agency**), empower local governments to manage reconstruction professionally and sustainably, and support civil society and independent media to play an active role in oversight, ensuring public trust and reducing corruption risks.

The Programme will strengthen the policy dialogue around reconstruction and recovery and will focus in particular on the governance of public investment management, public infrastructure management at national, regional and local levels and how to link this with necessary capacity development to make the system work. Part of this process will ensure that the stakeholders in the programme and their policy and regulatory setup are prepared for EU accession. This will, in particular, ensure resources are allocated effectively, transparently, accountably and with broad inclusion in infrastructure planning and execution, reflecting the subsidiarity principle.

Denmark together with Lithuania implements Stream 2 of the EU4Reconstruction programme aimed at strengthening the capacity of the SARDI and its subordinated entities to act as contracting authority and Project Implementation Unit for major reconstruction projects.

This assignment concerns Output 2 of Stream 2 of the EU4Reconstruction: "*SARDI has the capacity to operate as a transparent, efficient, and EU-compliant institution, effectively managing sustainable and accountable reconstruction efforts*".

SARDI and its ecosystem. SARDI was established by the Resolution of the Cabinet of Ministers of Ukraine, dated 13 January 2023. It was created through the renaming of the State Road Agency of Ukraine and the merger with the State Agency for Infrastructure Projects.

SARDI is structured around a central authority in Kyiv and a broad network of regional and subordinate entities, including 24 Regional Offices for Restoration and Infrastructure Development (the SARDI **ecosystem**).

SARDI is currently responsible for prioritisation, planning and implementation of road infrastructure projects, as well as implementation of other reconstruction projects delegated by the Cabinet of Ministers.

With the support of EU4Reconstruction Stream 2, the Agency is currently undergoing comprehensive institutional and operational transformations, in particular in the area of public procurement. The transformation is focused on standardisation, and unification of procurement approaches and documents, and the introduction of modern procurement instruments within the Agency's ecosystem.

Centralization of procurements is a key element of the broader transformation of SARDI's infrastructure procurements. The reform is essential to overcome fragmentation across SARDI's regional offices for recovery and development of infrastructure (RORs), introduce international standards, and strengthen institutional credibility.

On 1 April 2025, the Government of Ukraine launched two-years experimental project for centralized procurement in the construction sphere and designated SE "Infrastructure Project" as the **Centralized Procurement Organization (the CPO)** under the SARDI. During autumn 2025, CPO performed its first procurements of technical supervision and consulting engineers' services. CPO currently struggles with State budget financing which negatively influences its operations and possibility to retain qualified staff.

Regardless of whether public procurement will be centralised through CPO or in another way, SARDI needs support in development of standardised and unified procedures, documents, processes and tools to perform effective, transparent, accountable public procurement.

In view of the above, the Agency - supported by the EU4Reconstruction - seeks for an **Expert in public procurement** to support SARDI procurement transformation. Expert in public procurement will be embedded within the Agency, refer to SARDI Deputy Head responsible for procurement and will work closely with CPO and/or Public procurement department of SARDI (depending on the selected approach for further centralisation of procurement).

Objective

The assignment's main objective is to support SARDI ecosystem in centralization, standardisation and modernization of its local procurement procedures and increasing SARDI ecosystem capacity in the relevant sphere through:

- support and improvement of public procurement procedures within the Agency and its ecosystem, as well as the implementation and further development of centralized procurement mechanisms;

- participation in the development and standardisation of tender documentation templates, qualification criteria, draft contracts, and other documents for various types of infrastructure-related procurements;
- participation in the development and review of tender documentation and other documents related to public procurement in the infrastructure sector, identification of risks and provision of recommendations for their minimization to the SARDI ecosystem, including the regional Services for Restoration and Development of Infrastructure;
- development and submission of proposals to draft legal acts, methodological guidelines, and internal documents of the Agency's ecosystem in the field of public procurement, including centralized procurements.

Scope of work

The scope of work of the assignment includes different tasks, including, but not necessarily limited to:

1. Development of recommendations, unified and standardized samples of tender document requirements, qualification requirements for bidders, and draft contracts aimed at improving the procurement of services and works in civil construction, road infrastructure, and related services for the Agency for Reconstruction and its subordinate organizations.
2. Conducting comprehensive monitoring and evaluation of tender documents to identify risks and ensure their compliance with the requirements of current legislation and the established Methodological Recommendations in the procurement process for works and services related to civil infrastructure facilities, road infrastructure, and associated services.
3. Participation in the development of internal procedures and regulations related to public procurements, in particular centralization of procurements, and provision of recommendation for their possible optimization for the RORs and other organizations subordinated to the Agency for Reconstruction, upon the Agency's request.
4. Contribute to harmonization of Agency for Reconstruction (and its subordinate organizations, including RORs and CPO) internal procedures with the current legislative requirements in the field of public procurement.
5. Preparation and submit additional analytical reports or deliverables as requested by the Agency or the RORs.
6. Participation in the development and submission of proposals to draft legal acts and methodological recommendations related to public procurements, in particular centralization of procurements.
7. Participation in Agency's capacity building activities, trainings in cooperation with Senior Methodology & Training Expert (procurement training should be coordinated with EU Anti-Corruption Initiative (EUACI) to the extent that it is related to the implementation of anti-corruption programs).
8. Other tasks as agreed upon with the Agency and the EU4Reconstruction related to this assignment.

While the expert may take part in the drafting / review of specific procurement documentation and/or tender procedures, the expert shall not take part in or have any responsibilities regarding the selection of the winner of specific tenders or take any management decisions on behalf of SARDI, CPO, RORs or any other SARDI ecosystem entity or represent SARDI in negotiations with potential contractors.

Deliverables

It is expected that the Consultant will demonstrate tangible progress through the implementation of agreed activities, as detailed below:

1. Developed sample tender document requirements, qualification requirements for bidders for construction works, and draft contracts.
2. Reports based on the review of tender documentation of the RORs, CPO procurements, analyzing their compliance with and legislation related for public procurement and Methodological Recommendations (if available) – approx 72 cases (depends on the actual numbers of procurements initiated by SARDI RORs).
3. Draft / inputs to internal procedures and regulations for the SARDI and other organizations subordinated to the SARDI – not less than 2 documents.
4. Analytical materials, briefing notes provided to the Agency, RORs, CPO or other ecosystem entities (as may be required).
5. Proposals to draft legal acts and methodological recommendations related to public procurements, in particular centralized procurements (not less than 2).
6. Monthly timesheets (progress reports), summarising actual days worked and expenses incurred, as well as progress made and results achieved over the period (in English).
7. Completion Report consolidating key results and lessons learned (in English).
8. Other deliverables as agreed upon with the Agency and the EU4Reconstruction.

Written deliverables should be in Ukrainian, unless otherwise specifically indicated herein or agreed with the EU4Reconstruction. Deliverables should be translated into English upon request of the Agency / EU4Reconstruction.

Qualification

The contract will be awarded to the expert meeting the following criteria:

General qualifications:

- a) A minimum of a Master's or Specialist's degree in construction, engineering, economics, law, or a similar field is required,
- b) Additional education or training in public procurement will be an asset,
- c) Minimum 3 years of professional experience working with tender and public procurement procedures, preferably in construction sphere;

Adequacy for the assignment:

- a) Proven experience in cooperation with stakeholders in the national government, local self-government, development partners, state enterprises, public contracting authorities, and civil society;
- b) Professional experience in procurement category strategy implementation and centralized procurements is regarded as an asset;
- c) Proven experience of development/ review of draft regulatory legal acts, methodological recommendations and internal documents will be as asset;
- d) Excellent written and oral communication skills.

Experience with the region and languages:

- a) Practical experience working in Ukraine;
- b) Fluency in Ukrainian (written and spoken). Fluency in English (written and spoken) will be an asset.

Budget, timeframe, and location

The maximum budget available for this assignment is **EUR 30,000** (inclusive of all applicable expenses and taxes).

Payments to the Consultant shall be done on a monthly basis against Consultant's timesheet and invoice for the respective period. Payments shall be based on the actual days worked, the agreed daily fee rate, and the expenses occurred by the Consultant during the period (if any). Payments will require verification of completion of deliverables and approval of the Consultant's timesheets and expense outlay by the Project Manager of EU4Reconstruction responsible for procurement transformation. Reimbursable costs will only be accepted if they are in compliance with the guidelines in the contract.

The intended commencement date is the date of signature of the contract with the Consultant and the period of implementation of the contract will be **12 months**, with a start in January 2026. The assignment includes up to 250 working days per full term of the Contract (up to 21 working days per month).

The expert is expected to work from Kyiv, having the possibility to join offline meetings at the Agency upon short notice.

Reporting and management

The performance of the Consultant will be judged upon reaching the purpose of this contract as well as obtaining its results, as indicated in the section "Objective" and "Deliverables" herein respectively. Moreover, the performance of the Consultant will be judged upon the successful implementation of all the specific activities indicated in Section "Scope of work" of this document.

By signing the contract, the Consultant agrees to hold in trust and confidence any information or documents ("confidential information") disclosed to the Consultant or discovered by the Consultant or prepared by the Consultant in the course of or as a result of the implementation of the contract, and agrees that it shall be used only for the contract implementation and shall not be disclosed to any third party. The Consultant also agrees not to retain copies of any written

information or prototypes in its archive and for its use.

Consultant will report to the Project Manager responsible for transformation of public procurement function at EU4Reconstruction Stream 2, who will review / approve deliverables indicated above. Regular planning and reporting sessions with the representative of the Agency and EU4Reconstruction are expected. Expert in public procurement will be embedded within the Agency, refer to SARDI Deputy Head responsible for procurement and will work closely with CPO and/or Public procurement department of SARDI (depending on the selected approach for further centralisation of procurement). The expert is expected to work in close coordination with Senior Methodology and Training Expert in Public Procurement.

How to apply

The deadline for submitting the proposal is **9 of January 2026, 18:00 Kyiv time**.

All interested candidates should submit the following documents **in English**:

- Completed [Annex 1](#), including:
 - CV (Section 3)
 - Supplier’s Technical Proposal / Methodology (Section 4)
 - Workplan (Section 5)
- Financial offer ([Annex 2, forms 1 and 2](#)) in EUR, including daily fee and other related expenses (taxes, if applicable), with calculation of maximum 250 working days.

If these documents are not submitted in line with the requirements above, the bid will not be considered.

The proposal shall include the aforementioned information and should be submitted within the above deadline to **EU4R@um.dk cc to irykov@um.dk** indicating the subject line: **“Expert in public procurement”**.

Bidding language: English.

Any clarification questions regarding the terms of reference should be addressed to EU4R@um.dk cc to irykov@um.dk, not later than **5 January 2025, 18-00 Kyiv time**.

Evaluation criteria

Bids will be evaluated under the criteria provided below:

#	Criteria	Weight
1	Relevant experience according to the CV	60%
2	Proposed budget according to the financial offer	20%
3	Technical Proposal / Methodology	20%