

TERMS OF REFERENCE
Assessment of Human Resources Policies and Practices of the State Agency
for Restoration and Infrastructure Development of Ukraine
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 into 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 (**MCTD or the Ministry**), 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, and more specifically, sub-output 2.6.1 — "Assessment of needs and gaps in staff policies and practices in SARDI ecosystem".

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 **RORs**), Project Management Group for Recovery SoE (the **PMG**), 13 other subordinate state enterprises and institutes, including the National Institute for Infrastructure Development (**NIDI**).

The Agency's central administration comprises 10 directorates, 1 department, 3 independent divisions, 3 independent sectors and individual officials who ensure the performance of functions in the areas of infrastructure restoration and development, international cooperation, financial and economic activities, public procurement, digital transformation, legal support, internal control, human resources management and organisational support for the Agency's activities. In total, the central administration comprises over 20 second-level structural units (divisions and sectors).

The scale, urgency, and complexity of recovery tasks require a modern, resilient, and fit-for-purpose human resource model that aligns staffing structures, competencies, leadership capacity, and workforce planning with the Agency's current and future functions. This includes ensuring that the Agency's organizational units are adequately staffed, that key functions are supported by the right competencies, and that gaps in personnel numbers, technical expertise, managerial capabilities, and role clarity are systematically identified and addressed.

SARDI is currently struggling to retain and attract qualified staff due to the low salary levels and lack of modern HR practices. To address these crucial capacity gaps, there is a need to strengthen the Agency's internal human resources policies and practices to ensure SARDI's ability to manage reconstruction effectively and sustainably.

In addition, SARDI is currently undergoing institutional transformation, which requires careful structuring and support from an HR perspective.

In this regard, there is a need to carry out a comprehensive assessment of the Agency's personnel policy, HR processes and human resource capacity. Such an assessment will enable the identification of strengths and gaps in human resources management, the evaluation of the effectiveness of current HR practices, the identification of needs for staff development and management capacity building, as well as the formulation of practical recommendations for improving HR policy, developing human capital and enhancing the Agency's overall organisational effectiveness.

In view of the above, the Agency, supported by EU4Reconstruction, intends to undertake a comprehensive assessment of SARDI HR function. The results of the assessment will enable us to identify priority areas for the development of the human resources management system and to formulate recommendations for improving the Agency's organisational effectiveness.

Objective

The overall objective of this consultancy is to assess needs and gaps in staff policies and practices and provide actionable recommendations to enhance staff attraction and retention at SARDI.

Scope of work:

The Consultant shall analyse the current situation, identify gaps and areas for development, and provide recommendations for improvement in each of these areas:

- HR policies and the personnel management system
- Recruitment policies and practices
- Adaptation policy (onboarding) and mentoring system
- Leadership and talent management
- Learning and professional development system
- Staff retention policy and employee engagement
- Compensation and reward system

The scope of work includes, but is not limited to, the following tasks:

1. The preparatory stage and development of the methodology

- Conduct inception meetings with representatives of EU4Reconstruction and SARDI to align expectations and plan the next steps of the assessment.
- Develop and agree on a detailed work plan, including key activities and implementation phases.
- Develop and approve with EU4Reconstruction the assessment methodology, including:
 - The purpose and objectives of the assessment,
 - Qualitative and quantitative criteria for assessing each area indicated above and data sources
- Data analysis approach: Gap Analysis (Current state → Target state → Gaps), Policy Review (Does the policy exist? Is it being used? How does it work?), Process Mapping (How is the process described? How does it work in practice?)
- Approach to validation of assessment results,
- Preliminary structure of the Assessment Report.

2. Data collection and analysis

- Request and analyse previous studies and assessments relating to human resources management, as well as available HR policies and processes.
- Conduct an analysis of the outcomes of the 2023 institutional merger and identify untapped opportunities for improving efficiency and achieving synergies.
- Develop a guide for semi-structured interviews and conduct at least 15 interviews with SARDI's senior management (Head and four deputies) and the heads of key departments (approximately 10 interviews).
- Develop and conduct a questionnaire for an anonymous online staff survey to assess employee engagement levels, organisational climate, perceptions of and interaction with management, internal communication culture, remuneration systems, workload, professional development opportunities, training needs and other factors affecting work performance, engagement and staff retention.
- If necessary, experts may propose and agree on other research formats, tools and data collection methods.
- The analysis of policies, current legislation and regulatory acts, as well as the research tools (in particular, guidelines for semi-structured interviews with top management and a questionnaire for an anonymous staff survey) must, but are not limited to, meet the requirements, needs and objectives set out in paragraphs 3–9 of this document.

3. Key Assessment Areas

a. HR policies and the personnel management system

- Conduct an analysis of the current HR policies, internal regulations and HR procedures, taking into account best international practices.
- Assess the alignment of the HR policies with the Agency's strategic objectives, mandate and operational needs.
- Assess whether the existing HR structure, staffing levels adequately reflect the actual workload, functional requirements and organisational needs.
- Conduct analysis of the HR department's capacity, areas of work and workload.
- Assess distribution of roles and responsibilities in the field of human resources management between the management, its structural units and the HR department.
- Assess the effectiveness of mechanisms for making HR decisions and implementing HR policy.

b. Recruitment policies and practices

- Analyse approaches to workforce planning and filling of vacant positions.
- Evaluate recruitment procedures, candidate sourcing tools, selection processes and induction programmes.
- Identify the factors influencing the speed and quality of filling vacancies.
- Identify the organisational units with the greatest staff shortages, analyse the causes, as well as the internal and external factors influencing this process. Identify the areas of activity with the greatest need for additional staffing.
- Develop recommendations on improvement of recruitment practices based on a competency-based approach, taking into account the specific nature of SARDI's activities and the results of the analysis conducted.

c. Adaptation policy (onboarding) and mentoring system

- Assess the existing mechanisms and formal procedures for the adaptation of new employees.
- Analyse approaches to supporting employees during their probationary period.
- Determine the effectiveness of existing practices for integrating new employees into the organisation.
- Analyse the existing potential of the mentoring and coaching system provided by experienced staff to new recruits.
- Provide recommendations for improving the induction and probationary period processes, developing the mentoring and coaching system among SARDI staff.

d. Leadership and Talent Management

- Analyse approaches to developing managers' leadership competencies.
- Evaluate existing mechanisms for identifying, developing and retaining high-potential employees.
- Evaluate approaches to building a talent pool and ensuring succession planning.

- Assess existing leadership practices and management approaches, in particular managers' methods of communicating with employees, delegating authority, supporting staff professional development, providing feedback, managing performance and fostering employee engagement.
- Identify strengths, gaps and development needs in leadership and management competencies, and provide recommendations for strengthening managers' management capabilities.

e. Learning and professional development system

- Analyse existing approaches to identifying staff learning and development needs.
- Assess the existing system for planning, organising and monitoring training activities.
- Identify needs and priority areas for the development of staff competencies and skills.
- Analyse available resources and tools for staff professional development.
- Develop recommendations for the improvement of the staff professional development system.

f. Staff retention policy and employee engagement

- Analyse staff turnover rates, reasons for staff resignations and staff retention factors.
- Analyse the existing procedure for dismissing employees, the process for terminating employment contracts, the signing of exit documents, the practice of conducting exit interviews, and so on.
- Assess the level of employee engagement, the organisational climate, internal communication and the level of trust in management.
- Analyse results of anonymous staff surveys to assess the level of employee engagement, the organisational climate, perceptions of and interaction with management, the culture of internal communication, the remuneration system, workload, professional development opportunities, training needs and other factors affecting work performance, engagement and staff retention.
- Develop recommendations to increase staff engagement and retention, and improve the psychosocial climate within the team.

g. Assessment of the compensation and reward system

- Analyse current staff remuneration policies and practices. Assess the extent to which the rewards system incentivises performance, professional development and staff retention, and whether it is transparent, consistent and fair.
- Analyse the impact of the remuneration system on staff motivation, engagement and retention.
- Analyse approaches to setting objectives, key performance indicators (KPIs) and evaluating employee performance.
- Assess the effectiveness of existing performance Assessment mechanisms and the use of their results in making management and HR decisions.
- Where possible, conduct a comparative analysis with relevant public sector institutions.
- Develop recommendations for improving the remuneration and motivation system.

h. Perform assessment of other aspects that are important to enhance staff attraction and retention at SARDI ecosystem.

4. Consultations, reporting and the formulation of recommendations

- Update structure of the Assessment Report, which must be agreed with EU4Reconstruction.
- Prepare a draft Assessment Report containing conclusions and recommendations for each of the areas under review, covering the following aspects: current status; key gaps and areas for development; recommendations for improvement; and risks. The report should cover each of subjects
- The main part of the report must not exceed 30 pages / slides (not including the annexes) and must begin with a brief summary of up to 5 pages/slides setting out clear conclusions based on the findings and key recommendations.
- Conduct a workshop to present the assessment results to SARDI management, EU4Reconstruction and other stakeholders, and collect feedback on the draft Assessment Report.
- Prepare the final version of the Assessment Report, considering comments and suggestions received.
- Draw up an Action Plan for implementing the recommended measures in each of the identified areas, which should include, in particular, the following elements: key focus area, activities/sub-activities, key actors, expected (measurable) outcome, priority, deadlines, etc. Action plan should be prepared for SARDI.
- Transform the assessment methodology into a tool allowing self-diagnosis of HR Policies and Practices.

Deliverables

No	Deliverable / Output	Timeline
1	Detailed work plan, assessment methodology , including preliminary structure of the Assessment Report	Week 2
2.	Set of tools for data collection , including: • Request for data and information collection. • Guide for semi-structured interviews. • Questionnaire for an anonymous online staff survey.	Week 3

3	Draft Assessment report Draft Assessment report (maximum 30 pages, excluding annexes), comprising: - an executive summary (maximum 5 pages); - findings and conclusions for each area of Assessment; - identification of strengths, gaps, risks and priority areas for development for each human resources management function; - recommendations for each area under review, including the current status, key gaps and development needs, recommendations for improvement, risks.	Week -12
4	Validation workshop materials package Materials for presenting the assessment results to SARDI, EU4Reconstruction and other stakeholders, including: - Agenda of the workshop; - Presentation of the results and recommendations.	Week 13
4	Final Assessment report The final Assessment Report, revised to take account of the comments and suggestions received during validation sessions, together with: - Action plan for improving HR policy; - Executive summary presentation; - Summary of feedback received based on the validation process.	Week 17
5	Bi-weekly progress reports containing information on actions taken, results achieved, risks identified and planned next steps.	Throughout assignment

All deliverables listed above should be sent to EU4Reconstruction for consideration and approval in advance.

The materials listed above should be sent to EU4Reconstruction by email, in either Ukrainian or English. Progress reports must be submitted in English.

Qualification

The assignment shall be carried out by a qualified Contractor with demonstrated experience in conducting human resources, organizational capacity, and/or institutional assessments **for public sector institutions** (at least two projects). The Contractor may be an individual expert, a team of experts, a company, or a non-governmental organisation.

The assignment shall be implemented under the overall leadership of a Team Leader (Senior HR Expert), who will be responsible for assessment development, coordination, quality assurance, and liaison with SARDI, EU4Reconstruction and other key stakeholders. Senior HR Expert shall provide relevant expertise to ensure the assessment follows best practices in the human resources development area. Team Leader should work in close cooperation with EU4Reconstruction HR & Organizational Development expert embedded into SARDI.

The assignment shall be implemented by a team of **two key experts**, including:

- **Key Expert 1: Team Lead / Senior HR Development Expert**, who will provide overall leadership of the assignment, ensure methodological consistency and quality assurance, coordinate the work of the expert team, and serve as the main point of contact with SARDI and EU4Reconstruction;
- **Key Expert 2: HR Consultant**, who will provide substantive expertise in human resources assessment, organizational diagnostics, competency analysis, and development of practical recommendations for workforce and institutional strengthening.

Key Expert 1: Team Lead / Senior HR Development Expert

General Qualifications

- Master's degree (or higher) in Human Resources Management, Public Administration, Organizational Development, Law, Economics, Management, or a related field;
- At least **7 years of professional experience** in human resources assessment, organizational development, institutional diagnostics, or workforce planning;
- Proven experience in at least **3 assignments/projects** related to HR assessments, organizational reviews, institutional restructuring, or public sector capacity development.

Adequacy for the Assignment

- Proven experience in leading and conducting complex organizational, HR, or institutional assessments for public sector organisations, taking into account international and European Union best practices.
- Strong expertise in organizational design, workforce planning, staffing analysis, functional reviews, competency assessment, and/or HR systems strengthening.
- Demonstrated ability to develop practical and actionable recommendations related to HR policies, workforce planning, organizational effectiveness, competency development, and/or people management practices.
- Strong analytical, facilitation, stakeholder engagement, and report-writing skills, including experience in conducting interviews, surveys, consultations, and preparing high-quality analytical reports and presentations.
- Previous experience working with central executive authorities, state agencies, public institutions, and/or donor-funded institutional development or public administration reform projects will be considered an asset.

Experience in the Region and Language

- Knowledge of **the Ukrainian language will be an asset.**
- Fluency in **English**, both written and spoken.

Key Expert 2: HR Consultant

General Qualifications

- Master's degree (or higher) in Human Resources Management, Organizational Psychology, Public Administration, Management, Sociology, Economics, or a related field;
- At least **5 years of professional experience** in human resources management, organizational development, institutional assessments, competency-based HR management, or workforce planning;
- Proven participation in at least **3 assignments/projects** related to HR diagnostics, institutional capacity assessments, staffing reviews, competency frameworks, or organizational strengthening.

Adequacy for the Assignment

- Knowledge of Ukrainian legislation related to civil service, human resources management, and public sector governance.
- Practical experience in conducting HR assessments, workforce planning, staffing and workload analysis, functional reviews, and/or competency gap assessments.
- Experience in reviewing and analysing organizational structures, HR policies and procedures, staffing arrangements, and institutional frameworks within public sector organisations.
- Strong analytical, research, data collection, and report-writing skills, including experience in developing interview guides, surveys, analytical reports, and evidence-based recommendations.
- Experience working with public institutions, institutional reform initiatives, or donor-funded projects will be considered an asset.

Experience in the Region and Language

- Fluency in the **Ukrainian language**;
- Proficiency in both written and spoken **English** will be an asset.

Key experts must personally attend all interviews and all key meetings, and ensure quality assurance of all deliverables. If an expert does not speak Ukrainian, consultants must arrange for their own translation.

Any substitution of key experts shall be subject to prior written approval by the EU4Reconstruction.

In addition to the above core roles, the Tender may propose additional specialists as deemed necessary to ensure full coverage of all requirements described in this ToR. The composition of the team, including proposed additional experts, shall be justified in the technical proposal and will be subject to assessment by the EU4Reconstruction Stream 2 during the Assessment process.

Budget, timeframe, and location

The maximum budget available for this assignment is **EUR 20,000**, inclusive of all applicable taxes and all costs necessary for the completion of the assignment. The contract price shall be deemed to include professional fees, travel and subsistence costs, communication expenses, desk review and analytical work, preparation of methodology and assessment tools, stakeholder consultations, interviews, focus groups, preparation of reports and presentations, translation (if required), and any other administrative or operational costs related to the assignment. Proposals where the offered contract price exceeds the above maximum budget will be rejected.

Payment is made in two instalments, subject to the proper performance of the work and acceptance of the agreed deliverables. The first payment, amounting to up to **30%** of the total contract value, shall be made following the signing of the contract, the completion of the kick-off meeting, and the submission and approval of the kick-off package, which includes an updated work plan, human resources assessment methodology and tools, and data collection methods.

The second payment, amounting to up to **70%** of the total contract value, shall be made following the submission and acceptance of the final Assessment Report, the delivery of all final deliverables under the contract as stated above, and the submission of the final invoice.

The final consolidated HR assessment report, including findings, recommendations, and an implementation roadmap, shall be completed within **up to four (4) months** from the date of contract signature.

The project will be implemented primarily in **Ukraine** and is expected to combine desk-based analytical work, online consultations and face-to-face meetings in Kyiv with staff from SARDI and EU4Reconstruction. The exact scope and format of the face-to-face meetings shall be agreed at the initial stage, taking into account security, accessibility and operational feasibility.

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.

The consultant will report to the EU4Reconstruction **Project manager for human capital development initiatives for SARDI**, who will review/approve the deliverables indicated above. The Consultant's primary focal point at SARDI will be the **EU4Reconstruction HR & Organizational Development Expert**.

How to apply

The deadline for submitting the proposal is **7 August 2026, 18:00 Kyiv time**.

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

1. Completed [Annex 1](#), including:
 - CV for Key staff (Section 3)
 - Supplier's Technical Proposal / Methodology (Section 4)
 - Workplan (Sections 5)
2. Financial offer ([Annex 2, forms 1 and 2](#)) in EUR, including daily fee and other related expenses (taxes, if applicable).

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 yartsu@um.dk indicating the subject line: **"SARDI HR ASSESSMENT_Your Organization's Name"**.

Bidding language: English.

Any clarification questions regarding the terms of reference should be addressed to EU4R@um.dk cc to yartsu@um.dk, not later than **31 July 2026, 18-00 Kyiv time**.

Evaluation criteria

Bids will be evaluated under the criteria provided below:

#	Criteria	Weight
1	Contractor's experience in conducting human resources, organizational capacity, and/or institutional assessments for public sector institutions	20%
2	Relevant experience according to the CV	40%
3	Proposed budget according to the financial offer	20%
4	Technical Proposal / Methodology	20%