
TENDER SPECIFICATIONS
PROCUREMENT REFERENCE NUMBER 02-15.02-2026

Pilot methodologies for scaling up coverage of coffee geolocation information
and land-use rights in national information systems

1.1 Introduction

Coffee is a critical commodity for Ethiopia. It accounts for 35% of the country's foreign exchange earnings and has significant socio-economic value for over 5 million Ethiopian smallholder farmers producing it. The European Union is Ethiopia's most important export market, accounting for more than 30% of coffee exports. Given the importance of the European market, the Ethiopian Government and many other national and international stakeholders are taking steps to improve the information environment for compliance with the European Union Deforestation Regulation (EUDR) and ensure that trade and investment in Ethiopian coffee will continue to grow.

Initiated before the EUDR was published, the issuance of Second Level Land Use Certification (SLLC) to farmers is an important process in this respect. The Rural Land Administration Lead Executive Office (RLAULEO) of the Ministry of Agriculture is issuing SLLCs with support from various financial partners including Finland (REILA project) and the World Bank's Ethiopia Climate Action through the Landscape Management program (CALM). Nationwide, 30 million+ parcels out of estimated 50 million have already been demarcated and issued with SLLCs covering 8+ million households. SLLCs are important in the context of the EUDR because they prove the legality of the land, include geolocation information, and provide greater tenure security to smallholders. They also indicate that the Government has verified that there are no contesting claims to the land, due to the participatory process during registration.

Unfortunately, many farmers in coffee areas don't have SLLCs yet because other crops were prioritized when the SLCC certification process started. The Ethiopian Land Department is now prioritising the land registration of coffee-growing Woredas. There are 207 Woredas producing coffee in Ethiopia, of which 110 are registered with SLLCs. The remaining 97 Woredas don't have SLLCs yet. Given that 63 out of these 97 Woredas grow coffee that is exported to Europe, it is critical to complete the demarcation and issuance of SLLCs.

Moreover, the SLLC has the geolocation information of the plots, but does not indicate the precise land use except for the mention of "perennial crops" in the plot. In coffee-growing regions, the probability of perennial crops being coffee is high. However, the question of whether the crops are indeed coffee needs to be double-checked through a systematic land use audit process on already certified parcels (110 woredas). New SLLCs already include this information, as well as a QR code, and will be linked to the digital national ID system.

Finally, there is also the issue of coffee extracted from natural forests where no individual farmer plot are registered. This represents a significant proportion of coffee volumes in Ethiopia (up to 10%). The production for this coffee is partly handled by cooperatives in Participatory Forest Management (PFM) units, whose boundaries are known and would provide the necessary geolocation information for this specific type of coffee. Identifying ways to include these PFM units in the land use registration process and enable EUDR compliance for wild coffee growing in state forests that don't have PFM arrangements is also critical.

The Technical Facility (TF) on Deforestation-free Value Chains, funded by the European Union and the Agence française de développement (AFD), and implemented by the European Forest Institute (EFI), has been supporting the Ethiopian Government and Ethiopian stakeholders since 2024 to create a conducive environment for EUDR compliance. Through this contract, EFI aims to enhance the usability of SLLC in the context of the EUDR for the coffee sector.

1.2. Objectives of the assignment

The overall objective of this assignment is to support the usability of SLLC in coffee-growing regions, benefiting farmers and cooperatives through enhanced tenure security and facilitating EUDR compliance for Ethiopian coffee.

The specific objectives of this assignment are to contribute to scaling up coffee land-use audits in SLLC coffee growing areas and land certification in forest coffee areas by piloting cost-effective tools and approaches.

1.3. Scope and tasks

The scope of the assignment is the SLLC process in coffee-growing regions in Ethiopia and forest coffee growing in PFM and non-PFM areas.

The assignment will comprise the following tasks:

1.3.1 Coffee land-use audits

- Develop, describe and test a methodology for using digital tools to conduct land use audits in coffee-growing Woredas that are already SLLC certified. Assess and compare the accuracy and cost-effectiveness between using digital tools and the public display method currently used by the Land Department. This work should complement the ongoing efforts coordinated by the Land Department of the Ministry of Agriculture, and should build on the data sharing efforts between ECTA and the Land Department to speed up the process. The sharing of data from ECTA, which can be expected during the duration of this assignment, as part of the MoU between ECTA and the Land Department, would facilitate the process and lower the costs but it is not expected to be sufficient alone to conduct a systematic recording of SLLC plots with coffee across entire Woredas.
- Complete land use audits in at least 8 coffee-growing Woredas that export to Europe according to ECTA priorities and update the respective SLLCs in the digital cadaster. The selection of the 8 Woredas is to be agreed with ECTA, the Land Department and EFI (for possible synergies with other actions) at inception.
- Identify technical and financial options, actionable in the short term, for upscaling the coffee land-use audits to the remaining coffee-growing SLLC Woredas, in coordination with other partners.

1.3.2 Policy options for enhancing the tenure security of PFMs and other forest management arrangements

- Assess the tenure security of current PFM arrangements and options for integrating existing PFMs into the National Rural Land Administration Information System (NRLAIS), and providing relevant geolocation information for actors needing it, in particular for related EUDR due diligence.
- Assess the extent of forest land currently outside of any formal arrangements (PFM or others) across the country and identify policy options for:
 - Protecting the forest while at the same time enhancing the tenure security of communities living in these forest areas.
 - Enabling EUDR compliance of non-PFM forest coffee.
- Pilot the proposed methodologies in two blocks of forest that have PFM arrangements and state forest land without PFMs where wild coffee grows. The choice of the forests will be agreed with ECTA, the Land Department and EFI at inception. The selected areas should have established cooperatives involved in coffee extraction from the PFM areas.
- Integrate EFI's forest coffee pilot's PFMs into NRLAIS based on the options identified, analyze and share lessons learnt with the Land Department, the Ethiopian Coffee and Tea Authority (ECTA) and the Ethiopian Forestry Development Authority (EFD) through one workshop.

1.3.3 Data sharing with supply chain stakeholders

Data sharing between the Ethiopian Coffee Traceability Management System (ECTMS) and NRLAIS is expected to increase, as part of the MoU between ECTA and the Land Department. This data sharing can be mutually beneficial:

- Input of ECTA's coffee plots data in NRLAIS to lower the cost of coffee land use audits in Woredas covered by SLLC.
- Validation of coffee plot quality done by NRLAIS for ECTMS. Beyond this, when coffee land-use audits described above will be completed, input of NRLAIS data from SLLC Woredas in ECTMS would remove the need to collect additional geolocation data by ECTA in these locations, reducing costs for ECTA in data collection and updating and increasing quality of coffee geolocations.

This further integration of ECTMS and NRLAIS will be encouraged as part of the MoU between ECTA and the Land Department. These systems are expected to progressively exchange more data, through their respective APIs, but only a portion of the data of each system that is directly relevant to the other. It is expected that some data contained in NRLAIS, not necessarily included in the API with ECTMS, would be in demand from supply chain actors, in

the coffee sector and beyond, who may need additional information, especially on legality aspects.

In this spirit, this assignment includes the building of an interface within NRLAIS for coffee supply chain actors (operators, exporters, unions, etc.) – and EU Competent Authorities potentially – to access anonymized EUDR-relevant information. The interface must be compliant with Ethiopia’s data protection laws and will first be developed as a prototype for testing and validation before developing the final product. Data access would vary depending on the user, for instance:

- For coffee exporters in Ethiopia: for a given set of geolocations, copies of SLLC documents where all personal information may have been removed (light versions of SLLCs).
- For Competent Authorities in Europe: for a given set of geolocations submitted by the Competent Authority, an automated report stating the coverage of SLLC certificates (without sharing of the actual copies of SLLC) and the number of plots under ‘dispute’ status (if any) (Input by the Competent Authority: GeoJson file. Output from NRLAIS: automated report).

These are just mentioned as possible examples. The actual scope of this NRLAIS interface will be based on a needs assessment from supply chain actors and on a data sharing policy from the Land Department of the Ministry of Agriculture. A proposal will be made to the Land Department which will decide on its implementation and data coverage.

1.4. Deliverables

The assignment expects the following deliverables:

1. One report a) describing and comparing methodologies and lessons learnt from the tests, b) providing documentary evidence of the updated SLLCs with comprehensive listing plots with coffee in at least 8 woredas and c) including a concept note and draft work plan for upscaling coffee land-use audits to the remaining coffee-growing woredas.

2. One report including a) the assessment of tenure security of current PFM arrangements and options for integrating existing PFMs into NRLAIS, b) the extent of forest land currently outside of any formal arrangements and policy options for protecting the forest while enabling EUDR compliance for wild coffee picked in non-PFM forests, and c) documentary evidence of the integration of EFI’s forest coffee pilot’s PFMs into NRLAIS and summary of the workshop conducted to share lessons learnt with the Land Department, ECTA and the EFD.

3. Detailed proposal of the interface of EUDR relevant information in NRLAIS (including proposed wireframes described in a presentation) based on a user needs assessment and draft data sharing policy for submission to the Land Department of the Ministry of Agriculture.

4. (Pending validation by the Land Department of deliverable 3) Interface of EUDR relevant information in NRLAIS for supply chain actors in the coffee sector (operators, exporters, Unions, etc.) for testing and release with different types of user accounts and access rights.

All deliverables are in English.

1.5. Timetable and reporting

The total duration of the contract is for a maximum of 12 months. The completion of the coffee land-use audit in one first Woreda (one Woreda that already has full SLLC coverage) is expected within 3 months to show proof of concept and generate interest from national stakeholders. An initial description of methodologies and policy options for enhancing the tenure security of PFMs and other forest arrangements are due within 6 months of contract entering into force. All other deliverables are due by contract's end and shall be approved by EFI.

Beyond the deliverables described in section 1.4, reports from stakeholder engagement activities (including inception meeting report) should be specified during the inception period in the planning of activities.

The contractor will report progress in regular calls with EFI (at least once a month) and engage EFI's Technical Coffee Advisor in Addis Ababa in the planning of activities.

1.6. Human and financial resources

The assignment is a global price contract, including all costs required for the implementation and delivery of the service, notably experts' fees, travel and field trip costs, stakeholder consultation costs and costs for conducting trainings and workshops. Deliverable 4 is dependent on validation of deliverable 3 by the Land Department, therefore costs related to deliverable 4 shall only be engaged after obtaining that validation. EFI will not be liable for costs accrued in relation to deliverable 4 if validation of deliverable 3 is not received.

The Tenderer will nominate a team of experts composed of a minimum of the following expertise:

- Team Leader/Stakeholder engagement and land policy expert
- Expert 2/ Expert in data management and data systems, including front-end (web interfaces)
- Expert 3 / Coffee smallholders' expert
- Expert 4 / Forest governance expert

1. TENDER DOCUMENTATION

1.1. Administrative Documentation

The tender shall include the following documentation, properly filled out and signed:

- Cover letter (Annex 1)
- Identification form (Annex 2) including supporting documentation
- Bank identification form (Annex 2a)
- Declaration on Exclusion Criteria and Absence of Conflict of Interest (Annex 3)
- Nomination of Experts form (Annex 4)
- Minimum criteria declaration (Annex 5)
- Statement of Integrity (Annex 10)

The consortium agreement (Annex 6) shall be included, properly filled out and signed, if the tender is submitted jointly by a consortium of economic operators. The consortium agreement (Annex 6) shall not be included if the tender is submitted by a single Tenderer proposing subcontracting of tasks.

1.2. Technical Proposal

In order to evaluate the tender against the minimum criteria and the award criteria A.I. – A.II in section 3.1. and 3.2., the Tenderer shall submit a technical proposal consisting only of the following elements:

1) A **nomination** of the following Experts to carry out the tasks in the Terms of Reference:

- **One Team Leader**/Stakeholder engagement and land policy expert
- **One expert in data management and data systems**, including front-end expertise (web interfaces)
- **One coffee smallholders'** expert
- **One forest governance** expert

Optionally

- **one or more additional Experts relevant for the implementation of the service**

The Technical Proposal shall include CV's of the nominated Experts.

The Tenderer shall be able to certify the information contained in the CV's for the nominated Experts at EFI's request.

The CV shall have all the information as in the EuroPass CV <https://europass.cedefop.europa.eu/documents/curriculum-vitae>

The Tenderer can use the EuroPass CV template or its own CV template.

2) A **description** of no more than one page, **making reference to the Terms of Reference and the previous experience of the Expert** showcasing understanding of:

- The challenges and opportunities to improve the coverage of coffee geolocation information in national information systems

3) A presentation of no more than four pages on the Tenderer’s methodology for the assignment – building upon the **Terms of Reference and the experience of the Expert(s)** – addressing the following elements under separate headings:

- Methodology to conduct coffee land-use audits in SLLC Woredas with a tentative breakdown of costs and time required per Woreda (on average).
- Proposed approach to ensure ownership and leadership of the national institutions in this work, especially from the Land Department of the Ministry of Agriculture, and proposed approach to engage with relevant stakeholders to address challenges related to coordination, data sharing and disclosure in this area.
- Proposed timing and sequence of activities and deliverables, indicating the nominated Experts for each activity timeline.

1.3. Financial Proposal

The Tenderer shall submit a financial proposal, which shall be completed by using the form in annex 7 and by following the instructions therein.

The full general conditions applicable to the payment of fees and per diem as well as the reimbursement of costs can be found in annex 8 (model contract).

2. EVALUATION OF TENDERS AND AWARD OF THE CONTRACT

2.1. Minimum Criteria

The Tenderer must meet the following criteria:

N°	Criteria description
M.I.	Legal entity (legal person) registered in Ethiopia or authorised to operate in Ethiopia
M.II.	Experience in the last five (5) years of implementing one contract with an overall budget of at least EUR 100,000.
M.III.	Experience in the last five (5) years of implementing one or several contracts with similar services in similar thematic or context

The Experts nominated must collectively meet the following criteria:

N°	Criteria description
M.IV.	Experience in the last 3 years in working with national institutions in Ethiopia on campaigns of the second level land-use certification process (SLLC)
M.V.	Established relationship (e.g., MoU; ongoing project; data access agreement) with the Land Administration of the Ethiopian Ministry of Agriculture allowing access to national land resource data (NRLAIS database) for the purpose of this assignment
M.VI.	Experience (in the last 3 years) in engaging with the Ethiopian coffee sector, including private and public actors (ECTA in particular)
M.VII.	Experience in conducting multi-stakeholder consultation workshops on land use certification or land tenure in Ethiopia

Tenders not fulfilling the minimum criteria will be rejected.

2.2. Award Criteria

Tenders that fulfil the minimum criteria will be evaluated using the following award criteria:

A. Technical component (maximum 75 points)		
N°	Award criteria	Max points
A.I.	Understanding of the aims and context of the tasks	10

i.	On the challenges and opportunities to improve the coverage of coffee geolocation information in national information systems	10
A.II.	Proposed methodology for the implementation of the tasks	65
i.	Methodology to conduct coffee land-use audits in SLLC Woredas with a tentative breakdown of costs and time required per Woreda (on average).	20
ii.	Proposed approach to ensure ownership and leadership of the national institutions in this work, especially from the Land Department of the Ministry of Agriculture, and proposed approach to engage with relevant stakeholders to address challenges related to coordination, data sharing and disclosure in this area.	15
iii.	Adequacy of nominated experts experience for the implementation of the tasks and activities as identified in the ToRs and in the proposed methodology	20
iv.	Proposed timing and sequence of activities and deliverables, indicating the nominated Experts for each activity timeline.	10

The Technical component (TC) is calculated according to the following formula:

$$TC = A.I. + A.II.$$

Tenders must receive a score of more than half of the maximum Technical component to be considered qualitatively acceptable.

Tenders not considered qualitatively acceptable will not be considered further.

B. Financial component (maximum 25 points)

Tenders presenting a total financial proposal (Fo) superior to the maximum contract value of EUR 150,000 will not be considered further.

For tenders being considered, the Financial component (F) is calculated according to the following formula:

$$F = (Fmin / Fo) \times 25$$

where

F_{min} is total sum in the tender in the evaluation with the lowest total financial proposal; and

F_o is the total sum in the financial proposal being considered.

C. Most economically advantageous tender

A combined score (CS) will be calculated according to the following formula:

$$CS = TC + F$$

The Tenderer with the highest combined score (CS) for Technical component (TC) and Financial component (F) will be awarded the Contract.

Where two or more tenders have an equal combined score the contract will be awarded according to the highest score for the financial component (F).

ANNEXES

Annex 1	Cover letter
Annex 2	Identification form
Annex 2a	Bank identification form
Annex 3	Declaration on exclusion criteria and absence conflict of interest
Annex 4	Nomination of Experts form
Annex 5	Minimum criteria declaration
Annex 6	Consortium agreement
Annex 7	Financial Proposal form
Annex 8	Model contract
Annex 9	Per Diem Rates
Annex 10	Statement of Integrity