

Ref. No. 454/2-05-2025

Technical Specifications Services:

**Developing National Policy Frameworks on Alternative Fuels
Infrastructure in the Western Balkans**

PS/SRV/AFI/033/2025



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1. Introduction

This document includes all the requirements on the basis of which each Tenderer will prepare its tender (Technical Proposal and Financial Proposal) for the performance of the services that are the subject of the Contract resulting from this procedure.

The Contracting Authority is the Transport Community through by the Permanent Secretariat of the Transport Community.

Permanent Secretariat of Transport Community - is one of the institutions set up under the Transport Community Treaty ("Treaty"). The Transport Community is an international organisation in the field of mobility and transport. It has 36 participants – the European Union member states represented by the European Commission, the six South East European Parties (the Republic of Albania, Bosnia and Herzegovina, Kosovo*¹, Montenegro, the Republic of North Macedonia, and the Republic of Serbia) and the three observing participants (Georgia, Republic of Moldova and Ukraine).

The Permanent Secretariat of the Transport Community ("the Secretariat") provides administrative support to the other institutions of the Transport Community (the Ministerial Council, the Regional Steering Committee, the technical committees and the Social Forum). The Secretariat acts as Transport Observatory to monitor the performance of the indicative TEN-T extension of the comprehensive and core networks to the Western Balkans and supports the implementation of the Western Balkans Six (WB6) Connectivity Agenda aiming to improve links within the Western Balkans as well as between the region and the European Union.

The Secretariat also reviews the implementation of the obligations under the Treaty.

Address: Beogradjanka building, Masarikova 5/8, 11000, Belgrade, Serbia

Internet addresses: <https://www.transport-community.org/>

2. Background

2.1. Information about the Contracting Authority

The Transport Community is an international organisation in the field of mobility and transport. Transport Community is working on integrating Western Balkans' transport markets into the EU by assisting the regional partners in adopting and implementing the EU legislation in the transport field and supporting projects connecting the region and with the EU. The aim of the Treaty therefore is the creation of a Transport Community in the field of road, rail, inland

¹ * This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence

waterway, and maritime transport as well as the development of the transport network between the European Union and the Western Balkan Parties.

The Permanent Secretariat of the Transport Community (further on “TCT”) has been tasked to support the parties on the path towards achieving their common goals. The organisation was founded by the Treaty² establishing the Transport Community signed on 9th of October 2017 by all partners (Council Decision (EU) 2019/392).

2.2. Information about the context which has made necessary the procurement of the services

The transition to alternative fuels and decarbonized transport systems is a cornerstone of the EU’s Green Deal and a critical enabler of the global climate agenda. The Alternative Fuels Infrastructure Regulation (AFIR) provides a regulatory framework for the deployment of publicly accessible infrastructure to support electric vehicles, hydrogen refuelling, and other sustainable transport solutions. The Western Balkans have committed to aligning their transport policies and systems with EU standards as part of their integration process. While EU Member States have established plans to meet these targets, the Western Balkan partners are still in the process of aligning their strategies to ensure compliance with AFIR requirements.

Western Balkan partners face unique challenges, including:

- Limited financial and technical resources for deploying alternative fuels infrastructure.
- Gaps in legal and institutional frameworks to support effective implementation.
- Fragmented market conditions that hinder cross-border and regional interoperability.
- Low levels of public awareness and adoption of alternative fuel technologies.

The development of National Policy Frameworks (NPFs) tailored to the specific needs of each partner will address these challenges, enabling them to:

- Meet the mandatory targets outlined in AFIR.
- Contribute to regional decarbonization and climate objectives.
- Enhance connectivity along the Trans-European Transport Network (TEN-T).

Regional integration and connectivity are crucial for the socio-economic development of the Western Balkans. Establishing alternative fuel infrastructure will support the creation of a cohesive and interoperable transport network across the region, aligning with the goals of the Transport Community Treaty and the EU's New Growth Plan for the Western Balkans. This integration will facilitate seamless transport operations, enhance trade, and promote regional stability and cooperation.

The contractor, if feasible, can build upon the works of CONNECTA sustainable and smart mobility project. The Technical Assistance was constituted by two components, both aiming to promote/support the Smart and Sustainable mobility in all Western Balkans. The components and the results/deliverables within those are as follows:

² <https://www.transport-community.org/wp-content/uploads/2022/10/treaty-en.pdf>

Component 1 - Cost effectiveness analysis of the Sustainable and Smart Mobility Strategy for the Western Balkans

Within this component the following deliverables were produced:

- Analysis of the current state of play regarding transport emissions and air pollution as well as the transport sector and determination of the baseline.
- Development of different impact scenarios based on rough forecast of key indicators and on different cost and magnitude of investments based on the measures proposed in the Sustainable and Smart Mobility Strategy for the Western Balkans
- Preparation of Action Plans and national targets for each Regional Party aiming to achieve sustainable, smart, and resilient mobility and reduce the environmental impact of transport

Component 2 - Strategic framework for the deployment of e-charging stations in the Western Balkans

included the development of e-charging stations and the required capacity for 2030, 2040, 2050, the respective cost analysis and potential of financing schemes, as well as the roadmap, including legal framework, for each RP on extending the e-charging stations.

Within this component the following deliverables were produced:

- Assessment of the current state of play/ plans for deployment of e-charging stations along the extension of TEN-T road network in the Western Balkans.
- Proposal on e-charging infrastructure on the TEN-T network in the Western Balkans needed to boost electric vehicle demand up to 2030, 2040, 2050.
- Identification of the potential contractual/ business models (public, private, public-private partnership).
- Preparation of a Roadmap for each Regional Party on extending the e-charging stations on the extension of the TEN-T network in the Western Balkans.
- Strategic framework for the deployment of e-charging infrastructure in the Western Balkans.

In summary, the procurement of these services for assessing and setting up alternative fuel infrastructure national policy framework in the Western Balkans is essential to align with EU standards, enhance transport efficiency, facilitate regional integration, address technical and institutional challenges, leverage existing technical assistance, support sustainable development, and access EU funding opportunities. These efforts will collectively contribute to the greening and digitalisation of the region's transport sector, promoting its integration into the broader European framework.

2.3. Objectives (Information about the expected benefits)

Objective is to support the Regional Participants in aligning with the requirements of the AFIR Regulation (EU) 2023/1804 by developing National Policy Frameworks, harmonised legislation, a regional roadmap, and digital infrastructure solutions—thus enabling the coordinated, smart, and sustainable deployment of alternative fuels infrastructure across the region. The project aims to foster cross-border interoperability, improve access to clean mobility, and strengthen institutional and technical capacity for implementing AFIR obligations in line with EU best practices.

1.1. Stakeholders

Information about the stakeholders and their implications in the contract implementation:

- Transport Community Treaty Permanent Secretariat (TCT Secretariat) – Contracting Authority;

2. Description of the services

2.1. General objective to which the services shall contribute

The goal of this initiative is to support the Western Balkan regional partners in aligning their transport systems with the EU's Alternative Fuels Infrastructure Regulation (AFIR). The primary focus is on developing comprehensive National Policy Frameworks (NPFs) that facilitate the deployment of alternative fuels infrastructure while addressing local and regional needs. These efforts aim to promote decarbonization, enhance connectivity, and contribute to sustainable transport solutions across the region. These frameworks will:

- Support the deployment of sustainable transport solutions and reduce greenhouse gas emissions.
- Align the Western Balkan partners with the EU's decarbonization goals under the Alternative Fuels Infrastructure Regulation (AFIR).
- Enhance the integration of the Western Balkan transport systems into the EU's Trans-European Transport Network (TEN-T).
- Promote regional cooperation and interoperability in alternative fuels infrastructure.

The overarching aim is to equip each partner with the tools and strategies needed to implement infrastructure plans that address local, regional, and cross-border needs.

2.2. Specific objective to which the services shall contribute

The specific objective is to facilitate the development of alternative fuels infrastructure by assessing existing systems, identifying gaps, and translating AFIR requirements into actionable policies and measures tailored to the context of each partner and aligning strategies with EU regulatory frameworks.

2.3. Services and Activities to be Performed

The contractor is requested to carry out the following tasks in support of the implementation of the Alternative Fuels Infrastructure Regulation (AFIR) and the development of related policy and legislative frameworks for Regional Participants:

Task 1: Drafting of Alternative Fuels Infrastructure Legislation

- Review the AFIR Regulation and EC guidance documents on the structure, content, and submission of NPFs.

- Develop legislative frameworks for each Regional Participant to ensure compliance with the provisions of AFIR Regulation (EU) 2023/1804 or for Regional Partners that have draft law, review and prepare recommendations to align with AFIR
- Ensure consistency and harmonisation with EU and regional legal requirements to enable interoperable, cross-border infrastructure deployment.
- Prepare concordance tables to demonstrate the alignment of national legal provisions with AFIR obligations.
- This task is to be performed for all Regional Partners

Task 2: Development of National Policy Frameworks (NPFs)

- Assess the current state of alternative fuels infrastructure (AFI) in each Regional Participant and identify key gaps relative to AFIR targets.
- Facilitate coordination with relevant national stakeholders (ministries, regulators, municipalities, private sector actors).
- Draft tailored NPFs setting national deployment targets, policy measures, governance structures, implementation timelines, and monitoring arrangements according to AFIR.
- Ensure alignment with TEN-T Core and Comprehensive Network requirements according to AFIR.
- Finalize NPFs in consultation with national authorities and support their formal endorsement by the competent institutions.
- This task is to be performed for all Regional Partners except Montenegro

Task 3: Regional Roadmap for Alternative Fuels Infrastructure

Action is intended to promote regional alignment with EU corridors and ensure interoperability of deployed infrastructure. After development of national policy framework for each Regional Partner, this task should emphasise actions that are important for regional development and deployment of AFIR as well as focus on digitalisation aspects in AFIR. Roadmap should:

- Identify cross-border needs and synergies among Regional Participants (RPs) to support a harmonised roll-out of AFI across the Western Balkans.
- Define segments where joint action (e.g. common standards, coordinated investment) would ensure seamless alternative fuel connectivity.
- Develop a phased roadmap (short-, medium-, and long-term) for coordinated regional deployment of recharging and refuelling infrastructure, including for maritime, road, IWW, rail, and aviation modes where applicable.
- Identify investment needs and propose a mix of financing sources (EU funding, national budgets, private investment, PPPs).
- Recommend regional coordination structures, investment platforms, and knowledge-sharing mechanisms to support AFIR implementation beyond national boundaries.
- Roadmap should also review AFIR provisions related to digitalisation (e.g. Articles 21–25, 27, and 28) concerning smart recharging, data availability, price transparency, e-mobility ID systems, and interoperability.
- Identify national and regional gaps in digital infrastructure and data platforms related to AFIR.

- Propose measures to ensure all publicly accessible recharging points support smart and, where applicable, bidirectional charging (vehicle-to-grid) in line with AFIR timelines.
- Outline actions and recommend the deployment of digital systems for real-time data exchange, including compliance with National Access Points (NAPs) and the European Common Access Point (EAFO/TENtec) for ensuring digital accessibility, consumer-friendly interfaces, and support for open data standards.
- This task is to be performed for all Regional Partners

Task 4: Stakeholder Engagement and Capacity Building

- Facilitate inclusive consultations with relevant stakeholders such as national and regional authorities, industry (OEMs, energy providers), civil society, and end-users.
- Organize 1 capacity-building activity (1 day for 12 people in location to be agreed) in a form of workshop/ training on AFIR implementation, best practices for infrastructure deployment, and funding strategies.
- Document stakeholder inputs and integrate relevant recommendations into the National Policy Frameworks and legislative drafts.
- This task is to be performed for all Regional Partners

2.4. Expected results/outcomes following the performance of the services

All deliverables shall be prepared in English and shall be handed over in electronic editable format.

Deadlines for delivery refer at the draft version of the reports. In principle, the deadlines set out below cannot be extended. The Contractor is deemed solely responsible for delays occasioned by subcontractors or other third parties (except for rare cases of *force majeure*). Adequate resources and appropriate organisation of the work including management of potential delays should be put in place in order to observe the timetable.

The following deliverables shall be produced by the Contractor under the Contract:

No.	Deliverable	Deadline for submission
1.	Inception Report and Methodology	1 month after the commencement date
2.	Task 1 – Report on transposition of Alternative Fuels Infrastructure Legislation for each Regional partner The report should ideally not exceed 100 pages in total	3 months after the commencement date
3.	Task 2 - Development of National Policy Frameworks (NPFs) for each Regional participants	8 months after the commencement

4.	Task 3 - Regional Roadmap for Alternative Fuels Infrastructure The report should ideally not exceed 50 pages in total	11 months after the commencement
5.	Task 4 - Report on Stakeholder Engagement and Capacity Building The report should ideally not exceed 30 pages in total	11 months after the commencement

2.5. Duties and responsibilities of the parties

The Contractor shall be fully responsible for:

- ensuring resource planning in relation to the estimated schedule for the performance of the contract and presented in this document;
- fulfilling its obligations, in compliance with the best practices in the field, the relevant legal and contractual provisions, as well as with full understanding of the complexity related to the successful execution of the Contract, so as to ensure the fulfilment of the established objectives, ensuring that the activities performed and the obtained results are at the required quality parameters;
- ensuring the validity of all authorisations and certificates which might be needed for the performance of the services;
- ensuring a certain degree of flexibility in the performance of services according to the objective needs of the Contracting Authority at any time during the course of the contract. This might include slight adaptations of the schedule of performing the services, to bring it in line with challenges on the ground.
- performing the services - and presenting the results - in accordance with the requirements of the Technical Specifications;
- Organizing and financing workshop as well as preparing the agenda.
- collaborating with the assigned staff of the Contracting Authority.

The Contracting Authority shall be responsible for:

- facilitating contacts with relevant stakeholders in all regional partners;
- taking over the deliverables and paying the contract price at the time and in the manner prescribed in the contract.

3. Assumptions and risks

The Consultant is deemed to have acknowledge all the relevant constraints in this regard and include in its bid all the costs for addressing them accordingly.

4. Approach and methodology

The Contractor will have to define a methodology, describing in detail the activities and sub-activities (if any) that will be performed according to these ToR to achieve the expected results.

Additional activities may also be suggested, and their need justified for the successful implementation of the assignment.

The methodology should indicate the intended results in the realisation of the respective (sub)activity by linking it to the specifics of the activity itself and the proposed way of its implementation and to clearly describe the chronological, technological, and logical interconnection of the processes in the implementation of the individual (sub)activities.

The methodology should include a detailed schedule with specific deadlines for the implementation of specific activities in the individual stages and the assignment as a whole. The proposed timetable should comply with the overall deadlines under the project and shall be presented in the form of a Gantt Chart.

The Contractor has to apply a system for the management of the risks within this assignment. This risk management process of the Contractor has to include, as a minimum, a risk analysis, identification of possible risks and the necessary actions to avoid, transfer, mitigate or accept them.

The methodology shall be included in the tender and further refined at Inception stage.

5. Work plan for activities/services

The main relevant milestones for the contract implementations are defined in sections 3.3 and 3.4 above. In due observance of the deadlines therein provided, the Contractor will prepare the implementing schedule as part of its methodology (see point 5 above).

6. Place and duration of activities/services

6.1. Place and duration of activities/services

Contracting Authority's headquarters is located in Belgrade, Republic of Serbia. While the Contractor shall not be asked to open a branch office or otherwise register in Serbia for the scope of performing the contract, physical presence of its team in Belgrade shall be required from time to time.

6.2. Commencement date and completion date for the execution of the services or the Time/Period for Completion of the Services

The contract shall last 12 months from the commencement date.

7. Staff

The team delivering the services should include, as a minimum, the profiles hereunder provided.

The team should provide experts who have qualification and legal capacity to perform in a timely manner all the obligations of the Contractor described in this Terms of Reference throughout the term of the contract.

Experts who have a crucial role in implementing the contract are referred to as key experts. The profiles of the key experts for this contract including minimum requirements with regard to qualification and skills, specific professional and project related experience are provided below.

For carrying out the activities under the Contract, the Contracting Authority anticipates that certain fields of expertise or the following categories of professions (as applicable):

The team should include experts of sufficient qualification and capacity to perform in a timely manner all the obligations of the Contractor described in this Technical Specifications throughout the term of the contract.

The team delivering the services should include, as a minimum, the profiles provided under Annex 1 - Instruction to Tenderers.

The Contractor is responsible to select, hire and/or use any other experts whose inputs might prove necessary for the proper delivery of services without seeking Contracting Authority's prior approval in this regard.

The costs for other experts, backstopping and support staff, as needed, are considered to be included in the tenderer's financial offer.

7.1. Main /key experts' profile

Role of the expert: Team Leader	
Educational and/or professional qualification	University graduate in a field of transport/ civil engineering/ economics or equivalent Proficient English user.
General professional experience	10 years of general professional experience in the transport sector acquired after graduation.
Specific professional experience	At least 5 years of experience in the transport sector with a focus on transport alternative fuel infrastructure
Project related experience	Team leader in at least 2 completed Projects related to the scope of work of this project in EU MS, and with team management of a minimum of 3 experts
Responsibilities under the Contract	Team Leader/Project Manager will lead the implementation of all the components and retain the leadership and capacity of overall coordination, communication as well as the quality control of the project's outputs and outcomes. The team leader will be part of and will manage the team of experts, organise all aspects of the technical project work, ensure good communication with the project partners and Contracting Authority.

Role of the expert: Legal expert	
Educational and/or professional qualification	University graduate in law, public administration, transport policy, or equivalent. Proficient English user.
General professional experience	At least 8 years of general professional experience in the transport sector or public administration acquired after graduation
Specific professional experience	At least 4 years of experience in EU acquis alignment, institutional setup, regulatory frameworks in relation to directives or regulations of the European Commission.
Project related experience	Working experience in 2 completed projects related to the development or implementation of legal and/or regulatory frameworks and institutional setups in the transport sector, preferably in EU MS

Role of the expert: Transport Planner/Sustainability Expert	
Educational and/or professional qualification	University graduate in a field of transport/ civil engineering/ economics or equivalent Proficient English user.
General professional experience	At least 7 years of general professional experience in transport planning or alternative fuel infrastructure planning, acquired after graduation
Specific professional experience	At least 3 years of experience in alternative fuel infrastructure planning.
Project related experience	At least 2 completed projects related to alternative fuel infrastructure planning

7.2. Non-key experts (secondary experts)

The Contractor is responsible to select, hire and/or use local experts in each WB6 partner if needed, especially for data collection and other activities, as well as other experts whose inputs might prove necessary for the proper delivery of services without seeking Contracting Authority's prior approval in this regard.

The costs for other experts, backstopping and support staff, as needed, are considered to be included in the tenderer's financial offer.

8. Contract Management and approval of services

8.1. Services approval

All the services and deliverables to be produced under the contract shall be subject to acceptance by the Contracting Authority. The following acceptance procedures shall apply.

Contracting Authority's feedback shall be submitted within 20 calendar days upon receipt of the draft version of a deliverable and may take one of the following forms:

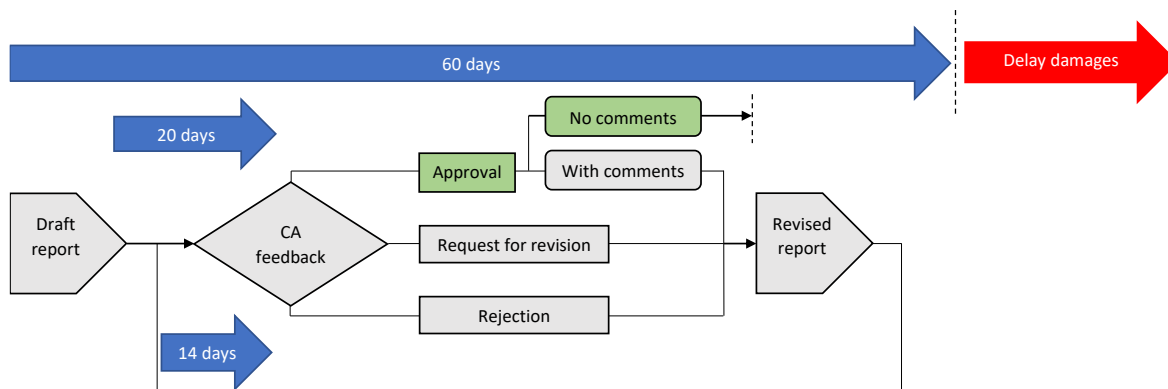
- a. Unconditioned approval;
- b. Approval with comments;
- c. Request for revision (in case the deliverable needs quality and/or content improvement);
- d. Rejection (in case the minimum contractual requirements on the deliverable's content and quality are not met).

In cases listed at points b, c and d above Contracting Authority's decision shall be accompanied by a list of comments that the Contractor will have to consider when preparing a revised version of the deliverable. The Contractor shall send the revised version as soon as practically possible, and the Contracting Authority shall provide its feedback within 14 calendar days from such submission.

Notwithstanding Contracting Authority's entitlement to reject or request revision of a deliverable until its feedback properly addressed, failure of the Contractor to have its reports approved within 60 calendar days from the initial submission would trigger delay damages applicable starting from the first day following such deadline.

Contracting Authority's failure to send feedback within the time limits set under this article would result in the reports being deemed approved starting from the day following the date such feedback was due.

The typical sequence of report approval events is presented graphically below:



8.2. Meetings and phone conferences

TCT Secretariat will seek to facilitate the communication between the Contractor and beneficiaries whenever needed, but it is the ultimate responsibility of the Contractor to obtain a sufficient flow of information from the national focal points to be able to complete each of the tasks of this contract.

The Contractor shall be in regular communication with the Green/Multimodal/Innovative Transport Solutions Desk Officer from the TCT Secretariat for the entire duration of the contract.

The contractor is expected to participate in the following meetings and phone conferences:

- A kick-off meeting, virtual or in TCT Premises in Belgrade, at the latest 7 calendar days following the entry into force of the contract.
- Conference calls between the Contractor, TCT Secretariat and national focal points – shall be organised to discuss key deliverables, and any other important issues on request of any of the parties, Contractor or TCT Secretariat.
- Progress calls between the Contractor and TCT Secretariat shall be organised twice per month. The contractor will be notified in case a summary record is deemed necessary for any of those meetings or conference calls. If requested, the summary record should be drafted by the contractor within 3 working days following the meeting and it needs to be agreed among the participants.
- Online meeting to present deliverables and receive feedback will be held with the stakeholders from RPs for each deliverable (excluding inception report) at least once.