

## Procurement Notice

### Assignment name: Leading Expert for Development of the Methodology for Costing of Public Administration Reform Strategies

*Reference Number: 17058*

#### **Section 1. Introductory Information**

##### 1.1 Background information on the Regional School of Public Administration (ReSPA)

The Regional School of Public Administration (ReSPA) is the inter-governmental organization for enhancing regional cooperation, promoting shared learning and supporting the development of public administration in the Western Balkans. ReSPA Members are Albania, Bosnia and Herzegovina, Macedonia, Montenegro and Serbia, while Kosovo\*<sup>1</sup> is a beneficiary. ReSPA's purpose is to help governments in the region develop better public administration, public services and overall governance systems for their citizens and businesses, and prepare them for membership in the European Union (EU). The European Commission (EC) provides directly managed funds for support of ReSPA activities (research, training and networking programmes) in line with the EU accession process.

The new EC grant supports the main objective of ReSPA work in 2016-2017: Improving regional cooperation in the field of PAR and EU integration and strengthening administrative capacities in the beneficiaries. This objective will be achieved through the following three pillars of ReSPA Programme of Work for 2016- 2017:

- (1) European Integration Pillar: Increased capacity of public administration in the ReSPA Members necessary for successful conducting of the European Integration process;
- (2) Public Administration Reform Pillar: Facilitated and enhanced cooperation and exchange of experience in Public Administration Reform and European Integration activities in ReSPA Members;
- (3) Governance for Growth Pillar: Ensured effective coordination of the implementation of the Governance for Growth pillar of the SEE 2020 Strategy.

ReSPA is implementing its activities through the Secretariat which is consisting of 15 staff members from the Western Balkan region. The Secretariat is located in Danilovgrad, Montenegro.

1.2 ReSPA now seeks to engage one expert to provide support in the area of Public Administration Reform.

1.3 Expected deliverables of the assignment are: as per Terms of Reference.

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<sup>1</sup> This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and ICJ Advisory opinion on the Kosovo Declaration of independence

1.4 Tentative timeframe: the assignment is expected to be performed during period April-December 2017.

1.5 NOTE: Any individual employed by a company or institution who would like to submit an offer in response to this Procurement Notice must do so in their individual capacity, even if they expect their employers to sign a contract with ReSPA. In such case the applicant shall notify ReSPA in the application which institution is his/her employer.

## **Section 2. Preparation of CVs and supporting documentation**

2.1 Language of application:

The CVs and supporting documentation shall be prepared in English.

2.2 The CVs should provide information on the qualifications and competencies of the applicant, her/his general track record and previous specific experience in similar assignments, as required by the Terms of Reference. The applicants should particularly state in their CVs:

- Length of professional experience in providing expert's assistance in dealing with development and implementation of national budgets aligned with national strategies and other strategic documents;
- Experience in drafting analytical papers, legislation, methodologies, or policy documents related to budget planning of Public Administration Reform and other government strategic priorities.

2.3 The required qualifications, experience and skills: as per Terms of Reference

## **Section 3. Submission of CVs and supporting documentation**

3.1 The interested candidates are invited to submit a proposal consisting of the following documentation:

- Proposal: explaining their experience related to the analysis subject and how they intend to respond to the assignment;
- Personal CV including past experience in similar activities and particularly issues referred to under point 2.2 of this Procurement Notice;
- At least three contacts for references (name and position of referee, email address and phone number) which may be contacted by ReSPA. (NOTE: There is no need to submit reference letters; ReSPA will directly contact the referees).

3.2 The required documentation should be submitted in electronic format by e-mail to the following address: [procurement@respaweb.eu](mailto:procurement@respaweb.eu) by **21 April 2017** before Midnight. Late submissions will not be considered for evaluation. **The application should contain in the e-mail title the following reference number 17058.**

Public servants from ReSPA Members and Kosovo\* are not eligible to apply.

#### **Section 4. Evaluation of offers**

4.1 The offer will be evaluated against the required qualifications, experience, skills and competencies as defined in the Terms of Reference.

4.2 The applicant securing the highest final ranking will be invited to submit a financial proposal (the financial proposal shall specify a total sum amount in EURO for expert's daily fee) and negotiate the contract. If negotiations are successful, the selected candidate will be awarded the contract. Should the negotiations fail; the next ranked candidate will be invited to negotiations.

#### **Section 5. Final Considerations**

5.1 The payment will be done in one installment, following the submission and approval of the deliverables.

5.2 The following document is attached to this Procurement Notice: Terms of Reference

5.3 ReSPA reserves the right to cancel this procurement procedure at any moment without any compensation to the applicants. The cost of preparing a proposal and of negotiating a contract, including any related travel, cannot be reimbursed by ReSPA under any circumstances nor can ReSPA be held liable for it, regardless the outcome of the procurement procedure.

5.4 Should you need any further clarifications with respect to this procurement notice, please contact: Mr. Dragan Djuric, Programme Manager via e-mail: [d.djuric@respaweb.eu](mailto:d.djuric@respaweb.eu), by **19 April 2017** (midnight), the latest. ReSPA will post the response, including an explanation of the query without identifying the source of inquiry, at its website ([www.respaweb.eu](http://www.respaweb.eu)) by **20 April 2017**. Any request for clarification must be sent by standard electronic communication to the above e-mail address.

# Terms of Reference

## Request for Services

### Leading Expert for Development of the Methodology for Costing of Public Administration Reform Strategies

#### Introduction

The Regional School of Public Administration (ReSPA) is the inter-governmental organization for enhancing regional cooperation, promoting shared learning and supporting the development of public administration in the Western Balkans. ReSPA Members are Albania, Bosnia and Herzegovina, Macedonia, Montenegro and Serbia, while Kosovo<sup>\*2</sup> is a beneficiary and observer. ReSPA's purpose is to help governments in the region develop better public administration, public services and overall governance systems for their citizens and businesses, and prepare them for membership in the European Union (EU). Since its inception, ReSPA has contributed to the development of human resources and administrative capacities through training programmes and innovative cooperation mechanisms such as the exchange of good practices, peer reviews and development of know-how.

European Commission (EC) provides directly managed funds for support of ReSPA activities (research, training and networking programmes) in line with the EU accession process. So far, two EC Grant Contracts (GCs) have been implemented by ReSPA, during the period 2010-2015. The new EC grant will support the main objective of ReSPA Programme of Work 2016-2017: improving regional cooperation in the field of PAR and EU integration and strengthening administrative capacities in the beneficiaries.

This objective will be achieved through the following three pillars of ReSPA Programme of Work for 2016-2017:

- (1) European Integration Pillar: Increased capacity of public administration in the ReSPA Members necessary for successful conducting of the European Integration process;
- (2) Public Administration Reform Pillar: Facilitated and enhanced cooperation and exchange of experience in Public Administration Reform and European Integration activities in ReSPA Members;
- (3) Governance for Growth Pillar: Ensured effective coordination of the implementation of the Effective Public Services Dimension within Governance for Growth pillar of the SEE 2020 Strategy.

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<sup>2</sup> \* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and ICJ Advisory opinion on the Kosovo Declaration of independence

## Purpose

The purpose of the consultancy is to develop a standardized Methodology for costing of Public Administration reform strategies to be used by the countries in the WB region.

The main expected deliverable is the Methodology document, which will encompass the basic concepts of cost analysis, principles and methods, and methodological guidelines for costing strategies in general, and costing PAR strategies in particular.

## Problem Statement

Efficient implementation of Public Administration Reform (PAR) strategies as well as other government strategies and their accompanying action plans requires well-developed and sustainable financial frameworks in place. Such frameworks should indicate a price tag and financing sources for individual programs and activities and identify adequate financing mechanisms that need to be put in place to support effective and efficient strategy implementation. Practical experiences of the countries in the region, including the ReSPA members, show that the implementation of PAR as well as other government strategies has been severely hampered as a result of their inadequate costing, or its complete absence. Strategies are often not accompanied with well-developed and properly costed action plans identifying quantities and quality of resources and funding needed for implementation of programs and activities. Furthermore, sources of funding are not determined for all programs and activities, and there is a lack of adequate prioritization mechanisms in place to ensure that limited funding available is used in the most effective and efficient way.

One of the underlying causes of this problem is lack of formal methodologies and guidelines for costing of strategies, including in the area of PAR. In lack of such guidelines, countries apply different costing or budgeting approaches based on the available information and other resources. This results in inconsistent and unreliable cost estimates for strategies' implementation, and their subsequent implementation failures.

Several studies recently conducted by ReSPA have also recognized this problem and provided recommendations for producing a unified methodological guideline for strategy costing<sup>3</sup>. Specifically, the Analytical paper on managing the process of implementation of PAR strategies in RESPA members notes that "...one of the most prevalent barriers to PAR implementation is the non-alignment of sectorial planning and the medium-term financial planning and a lack of relevant methodology for this process" and recommends to ReSPA to strengthen the models for management of strategies by "developing specific manuals, including the manual on costing of sector strategies". The Optimization of Public Administration in the Western Balkans Region notes that one of the main public administration process weaknesses is "lack of consistency in sectorial planning and mid-term financial planning, and a lack of relevant methodology for this process" and recommends to ReSPA and its members to establish a unified methodology for preparation

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<sup>3</sup> <http://www.respaweb.eu/11/library#respa-publications-2016-7>

of sector strategies that includes costing of activities for the sector strategies implementation. The proposed cooperation mode is preparation of national and regional guidelines.

Following these conclusions, practical challenges in PAR strategies' costing and implementation, and potential areas of intervention for ReSPA were discussed at the PAR Network meeting organized by ReSPA in February 2017. A requirement for development of a standardized costing methodology to be used at the regional level has been explicitly stated by several PAR Network members from Bosnia and Herzegovina, Kosovo\*, Macedonia, Montenegro, and Serbia, and generally supported by all the member states. Therefore, ReSPA intends to engage an expert who will lead the process of development of a standardized methodology for costing of strategies to be used by ReSPA members in the process of budgeting for PAR strategies and action plans.

## Objectives and Scope of the Assignment

The overall goal of the assignment is to contribute to more efficient implementation of public administration reform in the region by strengthening financial frameworks for implementation of PAR strategies. This will be achieved through development of standardized methodology for costing of PAR strategies that can be used by the countries in the process of producing and revising their strategies and accompanying action plans. The methodology should serve as a guideline to all relevant stakeholders, including primarily civil servants in institutions engaged in the costing process. Its application should ensure the standardized costing approach in different PAR functional areas, while also accounting for differences between the individual countries. Application of the methodology should result in producing more consistent and reliable cost estimates, which should also serve as a basis for mobilization of funding from governments' budgets and donors.

While its main objective will be to strengthen financial frameworks for implementation of PAR strategies in the region, the methodology is also expected to facilitate the process of costing/budgeting of other governments' strategies in different sectors. This will be ensured by incorporating general costing principles and guidelines for costing/budgeting of strategic documents, as well as by providing standard examples for the costing exercise.

More specifically, it is expected Methodology that will contain the proposed segments:

- Executive summary
- Background / purpose and objectives (at least 3 pages)
- Methodological approach for producing the document (at least 2 pages)
- Basic concepts of cost analysis and costing principles (at least 10 pages)
- Basic costing methods (at least 3 pages)
- A guide to costing exercise in general - basic stages of the costing exercise, including planning for the exercise, defining the scope of costing, selecting the costing methodologies, collecting and analysing data, and producing and verifying cost estimates (at least 25 pages)
- Overview of current practices and key challenges in costing PAR strategies, focusing on particular functional areas/cost categories (at least 5 pages)

- A guide to costing PAR strategies – basic stages of the costing exercise with particular focus on costing of specific PAR functional areas and practical guidelines and examples for calculation of particular cost categories (at least 35 pages)
- Annexes: Data collection/calculation sheets used as a tool in costing exercise.

## Tasks and responsibilities

The expert will be responsible for leading the overall process of development of the methodology and producing the methodology document. Specifically, he/she will be responsible for:

1. Conducting a comprehensive desk research of the relevant literature on costing in general and costing of PAR strategies in particular, as well as of the available official and non-official reports on costing of PAR strategies in the ReSPA Members and Kosovo\*.
2. Conducting consultative meetings with the relevant stakeholders, including the representatives of governments, key donors, and the relevant centres of knowledge such as SIGMA, to discuss shortcomings and challenges of the results of costing exercises to date, and framework and contents of the standardized costing methodology.
3. Delivering the presentation on the process of drafting the Methodology at the thematic workshop for the PIFC working groups representatives in June 2017.
4. Identifying specific requirements for additional expertise, on as-needed basis and in close consultations with ReSPA, and assisting ReSPA in the experts' recruitment process.
5. Providing guidelines to the experts and coordinating their inputs, on as-needed basis and in close consultations with ReSPA representative(s).
6. Producing draft methodology document based on the results of desk research, meetings, workshops and inputs received from the experts, for ReSPA comments.
7. Based on ReSPA comments, presenting the draft methodology document at ReSPA annual conference.
8. Based on the feedback of relevant stakeholders, producing the final methodology document.
9. Preparing detailed report on the assignment, indicating key challenges, lessons learnt and relevant recommendations for ReSPA.

The expert will conduct the following tasks and provide deliverables within the stated deadlines:

No.	Task	Output	Deadline
1.	Conduct a comprehensive <i>desk research</i> of the relevant scientific, academic and non-academic literature on costing in general and costing of PAR strategies in particular, as well as of the available official and non-official reports on costing of PAR strategies in the ReSPA member states, including Kosovo*. Documentation includes, but is not limited to:	Broad understanding of the best practices and existing practices in costing of PAR strategies, including the key challenges	Apr. 30, 2017

No.	Task	Output	Deadline
	<ul style="list-style-type: none"> <li>• Available research, guidelines and best practices for strategy costing in general and PAR strategies in particular</li> <li>• PAR strategies, accompanying action plans, budget documents and other documents relevant for costing/budgeting of PAR strategies of the member states;</li> <li>• EU/OECD SIGMA Principles of public administration and Baseline measurement reports, as relevant.</li> </ul>		
2.	<p>Conduct <i>consultative meetings</i> with the relevant stakeholders to discuss shortcomings and challenges of the results of costing exercises to date, and framework and contents of the standardized costing methodology. The stakeholders include:</p> <ul style="list-style-type: none"> <li>• Representatives of governments of ReSPA Members and Kosovo*</li> <li>• Key donors supporting the area of PAR, including EC and other major donors</li> <li>• Relevant centers of knowledge, such as SIGMA</li> </ul>	<ul style="list-style-type: none"> <li>• Meetings with the relevant stakeholders conducted and documented</li> <li>• Country-specific challenges and requirements recognized and recommendations obtained</li> <li>• Recommendations from SIGMA obtained</li> </ul>	Jun 30, 2017
3.	<p>Prepare and deliver the presentation on the process of development of Methodology to the key stakeholders, including as a minimum the representatives of the PAR Network and PIFC working group.</p>	<ul style="list-style-type: none"> <li>• Presentation materials prepared and delivered</li> <li>• Key findings of desk research and consultative meetings presented</li> <li>• Common approach for the methodology adopted, including requirements for additional research and expertise</li> </ul>	Jun 30, 2017
4.	<p>Identify specific <i>requirements for additional expertise</i>, on as-needed basis and in close consultations with ReSPA, and <i>assist</i> ReSPA in the experts' recruitment process. This may include experts for conducting analysis and/or providing advice and recommendations with</p>	<ul style="list-style-type: none"> <li>• Specific requirements for additional expertise agreed with ReSPA</li> <li>• Assistance provided to ReSPA in recruitment process</li> </ul>	Sep 30, 2017



No.	Task	Output	Deadline
	regard to costing of particular PAR functional areas (policy development and coordination, public service and human resource management, accountability, service delivery, and public financial management); and/or with regard to country-specific relevant costing framework.		
5.	<i>Provide guideline to the experts</i> engaged and coordinate their inputs, on as-needed basis and in close consultations with ReSPA representative	<ul style="list-style-type: none"> <li>• Work of experts coordinated through meetings and other communication</li> <li>• Guidelines provided for experts' work</li> </ul>	June 15, 2017
6.	<i>Produce draft methodology document</i> based on the results of desk research, meetings, workshops and inputs received from experts, and submit it for ReSPA comments.	<ul style="list-style-type: none"> <li>• Draft methodology document produced and submitted for ReSPA comments</li> </ul>	Sep. 30, 2017
7.	Based on ReSPA comments, <i>present the draft methodology document</i> at ReSPA annual conference. The purpose of the presentation is obtaining the stakeholders' feedback and verification of the selected methodological approaches.	<ul style="list-style-type: none"> <li>• Draft methodology document presented to relevant stakeholders</li> <li>• Stakeholders' feedback and specific comments received and selected methodological approaches verified</li> </ul>	Oct 31, 2017
8.	<i>Produce the final methodology document</i> , based on the feedback of relevant stakeholders.	<ul style="list-style-type: none"> <li>• Final methodology document produced and submitted to ReSPA</li> </ul>	Dec 15, 2017
9.	<i>Prepare detailed report on the assignment</i> , indicating key challenges, lessons learnt and relevant recommendations for ReSPA	<ul style="list-style-type: none"> <li>• Report on the assignment produced and submitted to ReSPA</li> </ul>	Dec 20, 2017

Within the above framework, the Expert is expected to liaise directly with the ReSPA Programme Manager in charge for Public Administration Reform on issues related to the assignment, and to take into consideration the instructions received before hand.

## Necessary Qualifications

The Expert shall possess the following qualifications:

- MA in economy, public administration, or in any other similar field;
- Minimum 10 years of working experience in dealing with Public Administration reform;
- Proven experience in dealing with development and implementation of national budgets aligned with national strategies and other strategic documents;
- Experience in drafting analytical papers, legislation, or policy documents related to budget planning of Public Administration Reform and other government strategic priorities;
- Excellent written and oral communication skills in English;
- Advanced computer literacy;
- Ability to work with people of different nationalities, religions and cultural backgrounds;
- Proven communication and presentation skills and ability to work in an environment requiring liaison and collaboration with multiple actors including government representatives, international organizations, and other stakeholders;
- Previous experience in costing of PAR strategies in WB countries would be considered an advantage.

The Expert shall possess the following competencies and core values:

- Demonstrates professional competence to meet responsibilities and task requirements, and is conscientious and efficient in meeting commitments, observing deadlines and achieving results;
- Results orientation: plans and produces quality results to meet established goals, generates innovative and practical solutions to challenging situations;
- Communication: Excellent communication skills, including the ability to convey complex concepts and recommendations in a clear and persuasive style tailored to match different audiences;
- Team work: Ability to interact, establish and maintain effective working relations with a culturally diverse team;
- Client orientation: Ability to establish and maintain productive partnerships with regional and national partners and stakeholders, and pro-activeness in identifying the needs of beneficiaries and partners, as well as matching them to appropriate solutions.
- Demonstrates integrity and fairness by modelling ReSPA values and ethical standards;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

## Timeframe, Level of Effort and Location

The assignment will take place from April – December 2017.

The Level of Effort is estimated at 31 working days, as follows:

Task	Man-days
1. Conducting a comprehensive desk research of relevant documentation	6
2. Conducting consultative meetings with the relevant stakeholders, including representatives of governments, donors, and SIGMA	7
3. Delivering the thematic workshop for the governments' representatives and donors	2
4. Identifying requirements for additional expertise in close consultations with ReSPA, and assisting ReSPA in the recruitment process	1
5. Providing guidelines to the experts and coordinating their inputs, on as-needed basis and in close consultations with ReSPA representative(s)	1
6. Producing draft methodology document	9
7. Presenting the draft methodology document to representatives of the governments	1
8. Producing the final methodology document	3
9. Preparing report on the assignment	1
Total:	31

The assignment foresees work from home with potential travel from home to ReSPA and/or Western Balkan region. ReSPA will provide overall technical and logistical support for participation of the Expert in the ReSPA activities. ReSPA reserve the right to change the timing and location of the activity and will timely inform the expert.

Note: In case the event is being organised at ReSPA campus, no per-diems are to be covered during the assignment. However, ReSPA will reimburse the international round trip travel for the Expert to and from Podgorica; ReSPA will organize and cover the transfers of the Expert from Podgorica Airport to Danilovgrad and back; and arrange and cover full accommodation including all meals and refreshments.

In case of organization of the event out of ReSPA Campus, ReSPA will provide per-diems related to the assignment in line with the EC per diem rates for the specific country where the event will take place. ReSPA will also reimburse the international round trip travel for the Experts to the event cite and back.

### **Special considerations:**

- Confidentiality: The Lead Expert undertakes to maintain confidentiality on all information that is not the public domain and shall not be involved in another assignment that represents a conflict of interest to the prevailing assignment. All related materials/questionnaires collected in the market will be used for the purpose of this assignment only. The Lead Expert shall submit to ReSPA complete material. The materials remain the property of the ReSPA.
- Written materials produced as per this ToR are considered to be RESPA ownership i.e. the texts are regarded as commissioned background papers. Therefore, the texts could be subject of rewriting or editing for sake of consistency with the overall context, language and style and for the report's messages powerful reinforcement. This is to clarify that an inputs represent a consensus, but the final input is not a "consensus document" where all the institutions and individuals involved must align their varied views.
- Legality of the inputs: All writing and material to be provided by the Lead Expert during this assignment will be original and expert will work to the highest ethical standards and, in particular, he/she will avoid:
  - a. Unlawful violation of any personal right of privacy;
  - b. Unlawful defamation of any person or entity;
  - c. Breach of any copyright material, literary or publicity right of any person or entity;
  - d. Violation of any law of the jurisdiction(s) in which consultant is located while fulfilling the assignment;
  - e. Plagiarism or improper attribution of others' work.

### **Remunerations**

The assignment foresees engagement of 31 man days, as detailed above. The daily fee per man day will be defined in accordance with ReSPA expert selection procedure, based on assessed and evaluated expert capacities. The payment will be made in three instalments.

The first instalment: After the presentation on the process of development of methodology delivered at PIFC working group in June 2017;

The second instalment: After delivering of the draft methodology and its presentation at ReSPA annual Conference in October 2017; and

The third instalment: after delivering of the final methodology document.

## Reporting and Final Documentation

The Expert will be requested to deliver the following documents:

- *Final Methodology document*, incorporating inputs of relevant stakeholders, should be submitted in English, word and pdf format, no later than 15 December 2017;
- *Reports for each instalment and the Final report*, which will include key challenges, lessons learnt and relevant recommendations for ReSPA, should be submitted in English, word and pdf format, no later than 20 December 2017;
- *Timesheets* (signed originals) in the format provided by ReSPA; and
- *Invoices* (signed original) in the format provided by ReSPA.

The abovementioned documentation shall be delivered to the following contact person and address:

Ms. Marija Orovic  
Programme Assistant  
Regional School of Public Administration - ReSPA  
PO Box 31, 81410 Danilovgrad, Montenegro