

# Procurement Notice

*Assignment name:*

***Expert to develop National study on the policy co-ordination processes in Montenegro***

***Reference Number: #21004***

## **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 for the membership of the European Union.

ReSPA establishes close co-operation with ministers, senior public servants and heads of function in Member countries. ReSPA also works in partnership with the European Union, specifically Directorate General for Neighborhood and Enlargement Negotiations (DG NEAR), other regional players such as OECD/SIGMA and Regional Cooperation Council (RCC), as well as agencies and civil society organizations. Since its inception, ReSPA, as an international organization and a key regional endeavor in Public Administration Reform, has contributed to capacity-building and networking activities through in-country support mechanisms, peering and the production of regional research material.

The European Commission (EC) provides directly managed funds for the support of the ReSPA activities (research, training and networking programmes) in line with the EU accession process. So far, three EC Grant Contracts (GCs) have been implemented by ReSPA during the period 2010-2018. The current EC grant supports the implementation of the activities required for contribution to the achievement of the three strategic objectives during the period 2019-2021.

ReSPA works primarily through regional networks which operate at three levels: Ministerial, Senior Officials, and networks/working groups of experts and senior practitioners. There is one network – Programme Committee composed of the representatives of institutions in charge of PAR, Public Financial Management (PFM) and government policy planning and the European Integration (EI) co-ordination process and five Working groups: (1) Centre-of-Government Institutions; 2) Better Regulation; 3) Human Resource Management and Development; 4) E-Governance; and 5) Quality Management.

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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

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 policy co-ordination.

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

1.4 Tentative timeframe: the assignment is expected to be performed during period February-November 2021

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 general and specific professional experience, in line with ToR;
- Professional experience in the role of lecturer / researcher.

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 **22 February 2021 before noon**. Late submissions will not be considered for evaluation. **The application should contain in the e-mail title the following reference: activity No 21004.**

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

#### **Selection 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-Coordinator via e-mail: [d.djuric@respaweb.eu](mailto:d.djuric@respaweb.eu), by **16 February 2021** (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 **18 February 2021**. Any request for clarification must be sent by standard electronic communication to the above e-mail address.



# Terms of Reference

## Request for Services

### *National expert for producing country analysis of policy co-ordination in Montenegro*

#### 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, Montenegro, North Macedonia, and Serbia, while Kosovo\*<sup>2</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 for the membership of the European Union.

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The European Commission (EC) provides directly managed funds for the support of the ReSPA activities (research, training and networking programmes) in line with the EU accession process. So far, three EC Grant Contracts (GCs) have been implemented by ReSPA during the period 2010-2018. The current EC grant supports the implementation of the activities required for contribution to the achievement of the three strategic objectives during the period 2019-2021.

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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

Institutions; 2) Better Regulation; 3) Human Resource Management and Development; 4) E-Governance; and 5) Quality Management.

Following consultations and expressed interest of the ReSPA Members, it has been decided that ReSPA should continue with development of specific analytical papers and studies devoted to important topics for successful reforms of public administration in the region. One of these policy papers is related to *policy co-ordination*. During 2020 ReSPA developed a comprehensive Analytical paper on policy co-ordination. This paper begins with comprehensive desk research of the relevant literature on policy co-ordination. An outline on the importance of policy co-ordination is given in the first chapter and reference to good practices to learn from other countries is provided in the second chapter of the paper. The third chapter benchmarks progress in Western Balkan countries based on EU and OECD/Sigma reports. The paper benefited from the mapping of state of play of coordination of PAR and PFM strategies in respective countries, as well as of the available official and non-official reports on co-ordination models and mechanisms in the ReSPA Members and Kosovo\*. In the final part of the paper recommendations are provided to further strengthen policy coordination in the region.

In order to further improve the analytical fundamentals of policy co-ordination within ReSPA Members, ReSPA plans to organise five national workshops devoted to promotion of the mentioned policy paper, as well as to make an in-depth analysis of the policy co-ordination issues for each public administration in ReSPA Members. As the preparation for these workshops specific national studies on policy coordination issues will be prepared.

## Purpose

The purpose of the consultancy is to develop national study on the policy co-ordination processes in Montenegro.

## Problem Statement

All governments increasingly recognize the need to break out of institutional and policy silos to fully realize the benefits of synergistic actions across the various public policies. Since Metcalfe defined policy co-ordination scale, in 1996, the improvement of policy co-ordination has become one of the most important challenging issues in overarching PAR reforms. Modern countries try to develop more effective and inclusive methodological frameworks, institutional mechanisms to address policy interactions and co-ordination across sectors within the government.

As OECD/SIGMA in Paper No. 53<sup>3</sup> concluded, some of the key challenges for institutions which play the role of the Centre of the Government across the Western Balkans are the creation of linkages between planning and financial affordability of policies, decreasing fragmentation of the sector strategies and increasing the quality of strategy development. Regarding the first mentioned challenge – linkage between the policies and budget, important supporting tools are developed. The comprehensive PAR Toolkit, produced by OECD/SIGMA<sup>4</sup>, and more concrete

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<sup>3</sup> Functioning of the Centres of Government in the Western Balkans, [https://www.oecd-ilibrary.org/governance/functioning-of-the-centres-of-government-in-the-western-balkans\\_2bad1e9c-en](https://www.oecd-ilibrary.org/governance/functioning-of-the-centres-of-government-in-the-western-balkans_2bad1e9c-en)

<sup>4</sup> [https://www.oecd-ilibrary.org/governance/toolkit-for-the-preparation-implementation-monitoring-reporting-and-evaluation-of-public-administration-reform-and-sector-strategies\\_37e212e6-en](https://www.oecd-ilibrary.org/governance/toolkit-for-the-preparation-implementation-monitoring-reporting-and-evaluation-of-public-administration-reform-and-sector-strategies_37e212e6-en)

Methodological guide for costing of the strategies, produced by ReSPA<sup>5</sup> are available and useful tools for the governments. Another main challenge related to decreasing of fragmentation of public policies still needs better analyzing which should provide preconditions for development of further documents which could serve as additional tools for the government in the process of improvement of co-ordination of public policies.

Governments of Western Balkan countries have developed important steps in establishing basic legal and institutional framework for improved co-ordination of various public policies. These efforts are led by need to ensure whole-of-government co-ordination in order to mitigate and diminish objectively existing divergences between sectoral priorities and policies. Usually, the governments established a high-level coordinating mechanism, located within the Centre of Government, to play a pro-active role in promoting quality of sectoral and inter-sectoral strategic documents and policy co-ordination. These structures are differently organised and their mandate, usually, still needs additional support in resources and capacities for the identification and addressing the policy divergences and conflicts within policies. Encouraging of formal governance arrangements and informal working practices that support effective communication between ministries and departments, and between ministries and other public sector bodies is, also important segment of their mandate. In order to enhance real effects of the co-ordination, the clarity of roles and responsibilities within the various structures of the Centres of the Governments, also, could be improved.

The role of co-ordination of the public policies belongs to Centre of Government (CoG) institutions which differs in Western Balkan region. In Albania and Kosovo\* the key structures are placed in the Offices of Prime Minister, in Bosnia and Herzegovina, Montenegro, Serbia and North Macedonia are within General Secretariats of their Governments. In addition, in Serbia the important co-ordination function belongs to the Public Policy Secretariat.

Although these structures have different capacities and experiences in the applying the co-ordination role, some of the main conclusions are that the strategic planning and co-ordination functions are fragmented, and that the most of these structures have a weaker mandate and less resource for coordinating and planning when compared to classical functions related to preparation of government decisions and ensuring legal conformity.

## 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 policy co-ordination, especially the co-ordination among PAR and PFM strategies.

The goal of the assignment is to develop analytical paper on policy co-ordination in Montenegro, more precisely on the strategic, legal and institutional aspects of coordination of public policies. The role of public administration institutions in improvement of co-ordination among public policies should be thoroughly explained. The concrete examples in the study should be devoted to co-ordination between PAR and PFM strategies. The national analytical paper should follow up the

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<sup>5</sup> <https://www.respaweb.eu/25/research#par-7>

Analytical paper on policy co-ordination, prepared by ReSPA in 2020, and shall provide concrete recommendations for potential improvements.

## Tasks and Responsibilities

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

1. Conducting a comprehensive desk research of the relevant academic and legal literature on policy co-ordination and of co-ordination of PAR and PFM strategies in particular, as well as of the available official and non-official reports on co-ordination models and mechanisms in the particular administration regarding Montenegro. Documentation includes, but is not limited to:
  - PAR and PFM strategies, accompanying action plans, budget documents and other documents relevant for policy development and co-ordination in targeted administrations;
  - EU Principles of Public Administration and OECD/SIGMA monitoring reports, as relevant.
  - Economic Reform Programme (ERP) of Montenegro;
  - EC Enlargement package and Specific Country Report for Montenegro (2020)
2. Establish working relations and cooperation with OECD/SIGMA country managers for Montenegro in detecting specific problems and/or solving unclear issues during the research.
3. During the work on the analytical document engaged expert should realise at least 4 interviews with relevant national stakeholders (public officials) for policy co-ordination. The interviews should cover the following areas and segments of coordination: 1) Strategic framework, 2) Coordination of Public Administration Reform (PAR), 3) Coordination of Public Finance Management (PFM), and 4) Coordination of European Integration process. In addition, engaged expert should check the quality and update the responses of national structures on the questionnaire on policy coordination prepared during 2020.
4. Preparing the draft of the analytical document and present it at the national thematic workshop devoted to the discussion on policy coordination, which will be organised with public servants responsible for policy co-ordination in order to promote establishment of the national network of policy coordinators. (After organization of five national workshops during 2021, ReSPA envisages further actions to promote establishment and operation of the regional network of policy coordinators.)
5. Based on the feedback of relevant stakeholders, producing the final analytical document with recommendations for further improvement of policy co-ordination in Montenegro.
6. Preparing report on the assignment, indicating key challenges, lessons learnt and relevant recommendations for ReSPA.

The expert shall liaise directly with the responsible ReSPA Programme Manager and take into consideration instructions received beforehand. All the materials should be submitted to the

responsible ReSPA Programme Manager for approval beforehand and, if necessary, all adjustments will be done in accordance with suggestions by ReSPA Programme Manager.

### Necessary Qualifications

The expert shall possess the following qualifications:

- MA or graduate degree in political science, law, economy, public administration, or in any other similar field;
- Minimum 5 years of working experience in dealing with Public Administration Reform and policy development and co-ordination;
- Proven experience in dealing with development of policy/analytical documents on national and/or International level and other strategic documents;
- Experience in drafting analytical papers, legislation, or policy documents related to Public Administration Reform, Public Finance Management and other government strategic priorities;
- Excellent written and oral communication skills in English;
- Advanced computer literacy;
- 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 work on PAR/PFM 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.



## Time-frame, Level of Effort, and Location

The assignment will take place from February till April 2021.

The Level of Effort is estimated at 23 working days (per each expert), as follows:

Task	Man-days
1. Conducting a comprehensive desk research of relevant documentation	3
2. Interview with relevant stakeholders	3
3. Analysing the responses on the questionnaire	2
4. Producing draft analytical document	9
5. Presenting the draft document at the meeting with national policy coordinators	2
6. Producing the final analytical document	3
7. Preparing report on the assignment	1
Total:	23

### Special considerations on copyright:

- All related materials/questionnaires/papers/analysis prepared in the frame of this assignment will be used for the purpose of this assignment only. The Expert shall submit to ReSPA complete materials. The materials, including the analytical papers and the respective presentations remain the property of ReSPA and can be published, distributed, promoted and copied only with prior written approval of ReSPA.
- All writing and material to be provided by the 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 23 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 one instalment.

Note: No other costs will be covered apart from the expert cost per day. The expert cost per day comprises of expert's fee per day and a lump sum for covering related costs which include, travel, accommodation, local transport, meals and other incidentals.

## Reporting and Final Documentation

For the purpose of reporting, the expert will be requested to deliver the following documents:

- *Final report* in English, no later than three days after the completion of the Assignment. The report will be subject of approval of the ReSPA as a contracting authority;
- Timesheet (original and signed);
- Invoice (original and signed).

**Mr. Marija Orovic, Programme Assistant**

**Regional School of Public Administration - ReSPA**

**PO BOX 31, 81410 Danilovgrad, Montenegro**

[m.ovic@respaweb.eu](mailto:m.ovic@respaweb.eu)