

# Procurement Notice

*Assignment name:*

**Expert for Policy Co-ordination**

*Reference Number: #19021*

## **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\* 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.

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 September 2019 - May 2020.

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 / presenter.

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 **04 October 2019** before Midnight. Late submissions will not be considered for evaluation. **The application should contain in the e-mail title the following reference: activity No 19021.**

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 via e-mail: [d.djuric@respaweb.eu](mailto:d.djuric@respaweb.eu), by **09 September 2019** (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 **13 September 2019**. Any request for clarification must be sent by standard electronic communication to the above e-mail address.



# Terms of Reference

## Expert for Policy Co-ordination

### 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>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.

Following consultations and expressed interest of the ReSPA Members, it has been decided that ReSPA should continue with the 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, with particular focus on co-ordination of PAR and Public Finance Management (PFM) strategies*. To implement this activity, ReSPA shall contract one expert.

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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

## Purpose

The purpose of the consultancy is to develop an analytical paper on the policy co-ordination focused on the co-ordination of PAR and PFM strategies in the governments to be used by the countries in the Western Balkan region.

## 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.

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 the 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 co-ordinating 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 are also important segment of their mandate. In order to enhance the 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 central government institution is multifunctional. Even in 2004, SIGMA Paper 35 recognised the following dimensions of co-ordination: 1. Co-ordination of preparation of the government sessions; 2. Co-ordination of legal conformity; 3. Co-ordination of the preparation of the government programme and priorities, and their link to the budget; 4. Co-ordination of the policy content of proposals for the CoM; 5. Co-ordination of communications, e.g. press releases; 6. Co-ordination of the monitoring of government performance; 7. Co-ordination of relations with other parts of the State (President, Parliament); and 8. Co-ordination of specific horizontal strategic priorities. The Principles of Public Administration, developed in 2015, further evolve these functions. For example, within the area Strategic Framework of Public Administration the principle 3 is: The financial sustainability of public administration reform is ensured. Also, within the area of Policy Development and Co-ordination, the principle 3 (three) is defined as Harmonized medium-term policy planning is in place, with clear whole-of-government

objectives, and is aligned with the financial circumstances of the government; sector policies meet the government objectives and are consistent with the medium-term budgetary framework.

The SIGMA indicators measuring success in the implementation of the PAR and PFM strategies in the WB countries have a very low regional average. The indicator of the quality of the strategic framework of public administration reform has a regional average of 3 out of 5.<sup>2</sup>

The 2018 Communication on EU Enlargement Policy highlights that public administration reform is paramount to strengthening governance at all levels, although there are still delays and shortcomings in the implementation of both PAR and PFM strategies in the Western Balkans in general. It reports that, for Western Balkan countries, delays in implementation and the financial sustainability of reforms remain a concern.<sup>3</sup> Similarly, the 2017 SIGMA Monitoring Reports of the Principles of Public Administrations indicate that overall there is a low rate of implementation of both PAR and PFM Strategies in the Western Balkan countries.<sup>4</sup> During the last few years, policy dialogue on PAR and PFM in Western Balkan countries has been strengthened. However, public administration reform strategic documents should contain information about the estimated costs for most of the planned activities. There are discrepancies between the cost estimates of planned PAR measures and the actual funding allocated for those reforms in the state budget.

As OECD/SIGMA in Paper No. 53<sup>5</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>6</sup>, and more concrete Methodological guide for costing of government strategies, produced by ReSPA is 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.

The role of co-ordination of the public policies belongs to centre of government institutions which differs in Western Balkan region. In Albania and Kosovo\*<sup>7</sup> the key structures are placed in the Offices of Prime Minister, in Bosnia and Herzegovina, Montenegro, Serbia and North Macedonia

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<sup>2</sup> Albania (4/5), BiH (3/5), North Macedonia (3/5), Kosovo\* (3/5), Montenegro (5/5) and Serbia (3/5).

<sup>3</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: 2018 Communication on EU Enlargement Policy, Strasbourg, 17/04/2018 COM (2018) 450/ See: [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417\\_strategy\\_paper\\_en.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417_strategy_paper_en.pdf).

<sup>4</sup> See COUNTRY OVERVIEW 2017: Summary of key findings from SIGMA reports (2017), recommendations from PAR Special group meetings, recommendations from ReSPA comparative studies/baseline analysis and recommendations for possible interventions.

<sup>5</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>6</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)

<sup>7</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

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 general 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 co-ordinating 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 of public policies, especially the co-ordination among PAR and PFM strategies.

The goal of the assignment is to develop analytical paper on policy co-ordination in general, and more precisely on the role of public administration institutions in improvement of co-ordination among public policies. The concrete examples in the study should be devoted to co-ordination between PAR and PFM strategies.

## 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 comprehensive desk research of the relevant 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 ReSPA Members and Kosovo\*. Documentation includes, but is not limited to:
  - Available theoretical and academic research, and best practices experiences for policy co-ordination from EU or OECD Member states;
  - PAR and PFM strategies, accompanying action plans, budget documents and other documents relevant for policy development and co-ordination in ReSPA Member states;
  - EU Principles of Public Administration and OECD/SIGMA monitoring reports, as relevant.
  - OECD/GOV publication "Centre Stage" that deals with the organization and functions of the centre of government in OECD countries.<sup>8</sup>
2. Preparing a presentation on the importance and best practice of policy co-ordination for ReSPA Programme Committee in October 2019.<sup>9</sup>

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<sup>8</sup> <https://www.oecd.org/gov/centre-stage-2.pdf>

<sup>9</sup> Programme Committee (PC) is the main regional structure established by ReSPA. It assists ReSPA Members to exchange information on achievement and challenges related to PAR, PFM and EUI in their countries respectively. In this manner, a primary aim of PC is to build a platform which will allow countries to effectively exchange the state

3. Preparing the very first draft of the analytical document and define the topics for discussion at the thematic workshop with Liaison Officers<sup>10</sup> and/or representatives of ReSPA Members responsible for policy co-ordination, which will be organised in order to improve the explanation of the facts related to policy co-ordination in Western Balkan countries.
4. Delivering the presentation on the process of drafting the document at the thematic workshop with ReSPA Liaison Officers and/or public servants responsible for policy co-ordination, which will be organised in the second or third month of the engagement of expert.
5. Producing draft analytical document based on the results of desk research and inputs from the meeting with Liaison Officers, for ReSPA comments. The drafted document should cover the descriptions of current situation in all ReSPA Members and Kosovo\*, the best cases examples from more developed countries, as well as the recommendations for further development of the public policies and the role of public administration.
6. Based on ReSPA comments, presenting the draft analytical paper at the meeting of ReSPA Programme Committee.
7. Based on the feedback of relevant stakeholders, producing the final analytical document with recommendations for further improvement of policy co-ordination in the region, as well as in particular countries.
8. Preparing report on the assignment, indicating key challenges, lessons learned and relevant recommendations for ReSPA.

To 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.

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of play, targeted goals and priorities, examples of successful implementation and critical challenges. The Programme Committee is composed of: State secretaries and/or senior managers responsible for public administration; State secretaries and/or senior managers responsible for Economic Reforms Programmes (ERP); National IPA Coordinators or NIPAC office representatives. Also, Governing Board members at Senior Officials level are invited to actively participate at Programme Committee meetings.

<sup>10</sup> ReSPA Liaison Officers provide support in ensuring visibility of ReSPA activities at the national level, exchange of information among ReSPA and relevant national institutions; promotion of ReSPA support mechanisms, as well as promotion of policy recommendations that are based on ReSPA research, studies, and reports, which will be produced during the EC Grant life span. The LO shall also provide support in the process of monitoring and evaluation of the ReSPA activities, based on the indicators defined in the ReSPA Strategy 2019-2024 and the Action document 2019-2022.



## Necessary Qualifications

The Expert shall possess the following qualifications:

- MA in public administration, or in any other similar field;
- Minimum 10 years of working experience in dealing with Public Administration Reform and policy development and co-ordination;
- Proven experience in dealing with the development of policy 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;
- 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 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, generate 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;
- Teamwork: 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 September 2019 – May 2020.

The Level of Effort is estimated at 42 working days, as follows:

Task	Man-days
1. Conducting comprehensive desk research of relevant documentation	12
2. Presentation on the importance and best practice of policy co-ordination for ReSPA Programme Committee	2
3. Preparing the inputs for the meeting with Liaison Officers/public servants responsible for policy co-ordination	2
4. Conducting consultative meetings with the ReSPA Liaison Officers/public servants responsible for policy co-ordination	2
5. Producing a draft analytical document	16
6. Presenting the draft document at the meeting of ReSPA Programme Committee	2
7. Producing the final analytical document	5
8. Preparing a report on the assignment	1
Total:	42

### Special considerations:

- Confidentiality: The 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 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 to rewriting or editing for the sake of consistency with the overall context, language, and style and for the report's messages powerful reinforcement. This is to clarify that an input represents a consensus, but the final input is not a "consensus document" where all the institutions and individuals involved must align their varied views.
- The legality of the inputs: 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 copyrighted 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 42 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 two instalments.

*The first instalment:* After the presentation on the process of development of methodology delivered at the meeting with ReSPA Liaison Officers and/or public servants responsible for policy co-ordination;

*The second instalment:* After delivering the final document.

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

The Expert will be requested to deliver the following documents:

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

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

**Mr. Marija Orovic**  
**Programme Assistant**  
**Regional School of Public Administration - ReSPA**  
**PO BOX 31, 81410 Danilovgrad, Montenegro**  
[m.orovic@respaweb.eu](mailto:m.orovic@respaweb.eu)