

# Procurement Notice

*Assignment name Expert for public administration for evaluation of the Public Administration Reform (PAR) Strategy 2018 – 2021 and its Action plan of the Republic of North Macedonia*

## **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 Neighbourhood and Enlargement Negotiations (DG NEAR), other regional players such as OECD/SIGMA and Regional Cooperation Council (RCC), as well as agencies and civil society organisations. Since its inception, ReSPA, as an international organisation 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.

ReSPA supports its members through its mechanisms of support and one of them is the in-country support mechanism. This mechanism addresses the specific needs of ReSPA Members, supporting public administration reforms in the areas covered by the ReSPA Programme of Work.

The existing PAR strategy 2018 – 2022 for North Macedonia was adopted on 20 February 2018, after series of consultative meetings with external stakeholders such as representatives from the civil society, international community, trade unions and other partners. Based on the findings from the evaluation and SIGMA recommendations from the Monitoring Report 2021, MISA should commence the process for preparation of the new PAR Strategy and an Action plan for implementation. In case some activities remain unimplemented before the adoption of the new PAR Strategy, the Strategy and AP will be adjusted to reflect the actual situation.

The aim of the evaluation is to provide a combined mid-term and ex-post review of level of implementation of PAR Strategy 2018 – 2022. The proposed evaluation will serve as a basis for the forthcoming revision of the current Strategy, and, at the same time, it will make decision-makers aware of the actual progress in achieving the set PAR objectives, including an assessment supported by data relating to the set indicators.

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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

1.2 ReSPA now seeks to engage Expert in public administration to conduct evaluation of the PAR Strategy 2018 – 2021 and its Action plan of the Republic of North Macedonia.

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

1.4 Tentative timeframe: the assignment is expected to be performed from March – May 2022.

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 a 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 (maximum 3 pages, Ariel 11) 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:

- General professional experience;
- Specific professional experience, in line with ToR.

2.3 The required qualifications 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 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 March 2022** before 2 PM CET. Late submissions will not be considered for evaluation.

**The application should contain in the e-mail the Reference Number 22906/ Expert for Public Administration.**

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 installment, as explained in the Terms of Reference, 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 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: Ms. Ranka Bartula-Musikic, Programme Manager via e-mail: [r.bartula@respaweb.eu](mailto:r.bartula@respaweb.eu), by **15 March 2022** (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 **17 March 2022**.

# Terms of Reference

## Request for Services

### *Expert for public administration for evaluation of the Public Administration Reform (PAR) Strategy 2018 – 2021 and its Action plan of the Republic of North Macedonia*

## Background

The Regional School of Public Administration (ReSPA) is the inter-governmental organisation for enhancing regional co-operation, 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. 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 Neighbourhood and Enlargement Negotiations (DG NEAR), other regional players such as OECD/SIGMA and Regional Cooperation Council (RCC), as well as agencies and civil society organisations. Since its inception, ReSPA, as an international organisation and a key regional endeavour 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 2010-2015. The current EC grant CN 2019/ 405 139 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) coordination process and five Working groups: (1) Centre-of-Government Institutions; 2) Better Regulation; 3) Human Resource Management and Development; 4) E-

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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

Governance; and 5) Quality Management.

ReSPA supports its members through its support mechanisms, and one of them is the in-country support mechanism. This mechanism addresses the specific needs of ReSPA Members, supporting public administration reforms in the areas covered by the ReSPA Programme of Work.

This Terms of Reference (ToR) refers to the request submitted to ReSPA by the Ministry of Information Society and Administration (MISA) of the Republic of North Macedonia to evaluate the Public Administration Reform (PAR) Strategy and its Action Plan for the period 2018-2021.

## Description of the assignment

The existing PAR strategy 2018 – 2022 for North Macedonia was adopted on 20 February 2018, after series of consultative meetings with external stakeholders such as representatives from the civil society, international community, trade unions and other partners. The Strategy contains the following priorities:

1. Policy-making and Coordination;
2. Public Service and Human Resource Management;
3. Responsibility, Accountability and Transparency; and
4. Public Services and ICT Support to Administration.

Continuous monitoring and reporting on the implementation of the PAR umbrella strategy has been ensured, through regular reports prepared in cooperation with relevant institutions and stakeholders. Civil society has actively participated in the monitoring of the government's reform efforts, and where possible, has contributed to the institutions' reports on the implementation of strategies. MISA, in close cooperation with SIGMA, prepared Guidelines were prepared for monitoring of the PAR Strategy implementation. To date, 4 semiannual and 3 annual reports were prepared and submitted to the PAR Secretariat. All relevant reports and documents related to the Strategy are published on MISA website<sup>3</sup>. The EC monitors the progress of PAR in North Macedonia and regularly evaluates and reports on what has been achieved and what remains to be done in the area. The 2020 Report notes that the monitoring reports on implementation of the Public Administration Reform Strategy and the Public Financial Management Reform Programme were produced and accompanied with adequate visibility actions<sup>4</sup>. The latest EC Report<sup>5</sup> states that the implementation, monitoring and reporting of the 2018-2022 public administration reform strategy and the 2018-2021 public financial management reform programme continued. SIGMA measurement report 2021 provides in-debt assessment per each area and comparison of the current status with the one in 2017.

The Strategy envisages an independent evaluation of its implementation – one mid-term evaluation (after 2 years of implementation) and one overall evaluation on the implementation. However, based on the need to timely prepare and adopt a new PAR Strategy 2023 – 2027 and

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<sup>3</sup> Please see <https://mioa.gov.mk/?q=mk/node/2103>

<sup>4</sup> EC Progress Report 2020

<sup>5</sup> EC Progress Report 2021

to ensure continuation of the process and prevent occurrence of a potential gap, the overall evaluation of the implementation of the Strategy should start before its expiration, taking into consideration that the activities which will not be implemented are already identified. Based on the findings from the evaluation and SIGMA recommendations from the Monitoring Report 2021, MISA should commence the process for preparation of the new PAR Strategy and an Action plan for implementation. In case some activities remain unimplemented before the adoption of the new PAR Strategy, the Strategy and AP will be adjusted to reflect the actual situation.

To date, no independent evaluations have been made. An independent evaluation has been recognized as a key priority of MISA activities, as the preparation of the next Strategy is planned for 2022.

The aim of the evaluation is to provide a combined mid-term and ex-post review of level of implementation of PAR Strategy 2018 – 2022. The proposed evaluation will serve as a basis for the forthcoming revision of the current Strategy, and, at the same time, it will make decision-makers aware of the actual progress in achieving the set PAR objectives, including an assessment supported by data relating to the set indicators.

The evaluation will be focused on the assessment of the level of implementation in terms of relevance, effectiveness, efficiency, impact, and sustainability, and how these could be improved. The ultimate objective is hence to contribute to the improvement of the PAR strategic and operational framework in North Macedonia with well-targeted findings and recommendations. In view of this it is important to apply a well-designed and robust evaluation methodology. The general evaluation framework should revolve on standard DAC OECD evaluation criteria, correlated by the set of indicators defined in the AP. Focus should be on achieved results and the extent of achievement. The evaluation will be conducted by two independent external experts, who should, in close cooperation with MISA staff, assess the relevance, effectiveness and efficiency of the implemented actions, as well as their prospective impact and sustainability.

The Evaluation Report should incorporate the analysis of the progress made towards the vision and set objectives in the Strategy.

The overall objective (OO) of the evaluation is to assess the level of implementation of the PAR Strategy 2018 – 2022 and its Action Plan. The evaluation shall contribute to the improvement of the PAR strategic and operational framework in North Macedonia with well-targeted findings and recommendations.

In particular, the evaluation will:

- 1 - Collect and provide available evidence that will enable an assessment on how well the PAR Strategy 2018 – 2022 has worked so far, taking into account the intervention logic, and whether the activities and outputs triggered by the Strategy are on course to achieve the objectives.
- 2 - Assess the relevance, effectiveness, efficiency, sustainability, and impact (DAC Criteria) of the PAR Strategy 2018 – 2022 and its Action Plan, and generate specific and actionable recommendations based on the evaluation findings
- 3 - Assess the relevance and the adequateness of the defined indicators and provide recommendations on better definition of indicators.

The following outputs are expected:

- Methodology for evaluation (to be agreed with the Beneficiary) – short document precisely identifying the steps and aspects of the evaluation process

This will include: the key objectives and targets of the strategy against which the assessment must be carried out, the evaluation matrix the methods for information collection and processing and the work-plan. The evaluation matrix will include a set of evaluation questions including the evaluation criteria mentioned above, the judgement criteria and the main indicators for each EQ. The methodological approach and evaluation matrix should be prepared and approved in the first month of the commencement date of the mission, in order to define and clarify the methodology based on a more in-depth discussion of the requirements, such as availability of information, updated timetable of implementation and division of tasks among experts

- Draft outline (Headings) of the Reports on the implementation of the Strategy

A draft outline of the Reports, containing Headings and description of the information that will be contained in each chapter/subchapter should be proposed. This document should also be approved by the Beneficiary

- Draft Evaluation Report

The evaluation report will specifically answer each of the evaluation questions agreed in the inception phase and meet all the specific objectives and requested services. Despite that the content of the report is a subject of approval by the Beneficiary (please see the previous output), the report should include at least: an executive summary, main section, conclusions and recommendations and annexes

- Final Evaluation Report

This will include: (i) a synthesis of the findings of the evaluation questions; (ii) an overall conclusion and detailed conclusions; (iii) a set of recommendations based on the lessons learned.

- Action plan for preparation of the new strategy (steps, deadlines, institutional structure, comprehensive analysis of the problems and prioritization of the ones that should be solved, etc)
- Recommendations for capacity building of the strategic and technical operational framework for PAR

The main analytical tools will consist of relevant documentation assessment (desk research), and stakeholder consultations (field phase). The stakeholder consultations should be done in an evaluation workshop, organized in close cooperation with MISA Team. Additionally, online survey, individual interviews, and consultations with the focus groups may be used. The focus should also be put on the comprehensive study of indicators included in the Strategy.

A working group will be formed in MISA, to support the work of the evaluation team. The entire work shall be aligned with the Methodological approach, proposed by the experts at the very beginning of the evaluation.

Tentative time table of the activities:

Time period	Description
<b>Second half of March</b>	Inception phase - preparation, team meetings, agreeing on the methodology and the evaluation matrix. Preparation of evaluation tools (summation and confirmation). Submission of the report with titles for approval.
<b>First half of April 2022</b>	Desk phase - collection of data and desk research
<b>Second half of April 2022</b>	Field phase: <ul style="list-style-type: none"> <li>• Survey through online questionnaire, and/or online focus groups,</li> <li>• <b>1st workshop</b>, interviews</li> </ul> Preliminary answers to EQs and issues to be further investigated to be submitted to the 1 <sup>st</sup> workshop
<b>April - May 2022</b>	Quantitative and qualitative data analysis phase and <b>2<sup>nd</sup> workshop</b>
<b>First half of May</b>	Reporting phase - draft final evaluation report completed and submitted for the approval
<b>May 2022</b>	Finalization of the comments on the draft final evaluation report. Submission of the report for approval

Workshop No. 1 will serve as a starting point for field phase. The discussion will be facilitated by the two experts and the participants will be selected by MISA.

The methodology should also include the second workshop

Workshop No 2 will serve for validating the findings and recommendations by key players. Special focus should be put on the lessons learned, that should be incorporated in the preparation of the next Strategy.

Both workshops should be 2-days events with up to 30 participants and will be held in Macedonia.

With this document ReSPA is seeking for an Expert in public administration to conduct evaluation of the PAR Strategy 2018 – 2021 and its Action plan of the Republic of North Macedonia. The Expert in public administration is invited to propose his/her own approach to achieve the defined results, within the deadline defined above (end of May 2022).

## Tasks and responsibilities

The **Expert in public administration** shall be engaged for up to **26 days** to perform the tasks listed below



### 1. Inception phase (2 days)

- Developing the evaluation matrix and identification and formulation of questions (EQ) in relation to the DAC criteria with regard to the following priorities: **Policy making and coordination and Responsibility, accountability and transparency**
- Participating in the meeting with MISA team and discussing the evaluation matrix, EQs, judgement criteria and obtaining confirmation

### 2. Desk research (5 days)

- With support of MISA team making a list of all relevant documents that will be a primary and secondary source of information for the priority areas: Policy making and coordination and Responsibility, accountability and transparency
- Acquaintance with the relevant documents, reports and other related materials and collection of data.
- Identification of quantifiable information from existing documents as well as other secondary information sources, needed to answer the EQs elaborated in the evaluation matrix.
- Preparation of preliminary answers to EQs and issues to be further investigated that will be submitted to the participants of 1<sup>st</sup> workshop

### 3. Workshop 1 (2 days)

- Participating in a two-day workshop and presentation of the approach as well as preliminary answers to EQs and issues to be further investigated
- Facilitating the discussion of at least one focus group on the achievements per evaluation question related to Policy making and coordination and Responsibility, accountability and transparency

### 4. Field research (5 days)

- Conducting at least 5 interviews with most relevant key informants (per sector) to complement document review and initial focus group discussion conducted during the Workshop 1.
- Designing and conducting online survey and data analysis with a focus on the above stated priority areas.

### 5. Data analysis and report preparation (8 days)

- Examine the data and information collected under the desk and field research stage. Analyse both quantitative and qualitative data. As for quantitative data, the expert will mainly use the Monitoring reports and all other relevant documents identified during the desk phase. As for qualitative data, information extracted in workshop, surveys, and interviews will be examined.

- Prepare the input for the report in regard to above policy areas and merge the main findings on the implementation of the PAR Strategy in relation to the DAC Criteria, achievements of the indicators.
- Providing recommendations for new Strategy with from a legal perspective.
- Providing recommendations for the next Strategy preparation with a focus on strategic framework, improvement in relevance, effectiveness, efficiency, impact, and sustainability as well as the improvement of legal framework

#### 6. Workshop 2 and finalisation of the report (3 days)

- Participation in the two-day workshop and facilitating the discussion about the findings related to the above areas and obtaining feedback. (2 days)
- Facilitating the development of recommendations for capacity building of the strategic and technical operational framework for PAR
- Finalisation of the report related to the above priority areas through incorporation of comments and additional findings. (1 day)

#### 7. ReSPA reporting (1 day)

- Preparation of the report in English language for ReSPA with recommendations. (1 day)

The Expert in public administration will jointly with the Lead expert for monitoring and evaluation liaise directly with the MISA team and will take into consideration the inputs/comments received. MISA shall offer a room, technical equipment and assistance for the expert's work in the field. The Expert in PA shall also take into consideration the inputs/comments received during the assignment from the ReSPA Programme Manager in charge of the project.

## Necessary Qualifications

The Expert in PA shall possess the following profile:

#### Qualifications and skills:

- At least a B.Sc. in Law, Social Sciences, Public Administration, Business Administration, Economy, or related field.

#### General professional experience:

- At least five years of experience in public administration

#### Specific professional experience:

- Experience in conducting analysis/evaluation of legislation in public administration;
- Experience in preparation of analytical documents.

Skills:

- Teamwork;
- Excellent written and oral communication skills in English and Macedonian;
- Ability to write clear and coherent guidance documents;
- Ability to work with people of different nationalities, religions and cultural backgrounds.

## Timing and Location

The assignment foresees work from home and on location. The work will be performed from **March to May 2022**. There are two workshops planned to be implemented in Macedonia. The exact place and dates will be agreed with MISA team.

## Remunerations

The assignment foresees up to **26 (twenty-six)** working days for the Expert.

No	Activity	Maximum No of man-days
1.	<i>Inception phase</i>	2
2.	<i>Desk research</i>	5
3.	<i>Workshop 1</i>	2
4.	<i>Field research</i>	5
5.	<i>Data analysis and report preparation</i>	8
6.	<i>Workshop 2 and finalisation of the report</i>	3
7.	<i>ReSPA reporting</i>	1
	<b>TOTAL:</b>	<b>26</b>

The payment will be conducted in 2 (two) instalments. The payment of the first instalment will be conducted on implementation of the phases 1, 2, 3 and 4 (14 man-days) while the payment of the second instalment (12 man-days) will be conducted on completion of the assignment and its acceptance by ReSPA.

Note: No other costs will be covered apart from the expert cost per day.

## Reporting and Final Documentation

The Expert will be requested to deliver the following documents before the payment is conducted:

### ***Outputs***

- Final evaluation report with recommendations

### ***Documents required for payment***

- Invoice (signed original)
- Timesheets (signed original)
- Report on the conducted assignment