

Terms of Reference Request for Services

Expert to support Montenegro to improve administrative capacities in Quality Management in Public Administration

1. Background

The Regional School of Public Administration (ReSPA) is an inter-governmental organization established to enhance regional cooperation, promote shared learning and support the development of public administration in the Western Balkans. ReSPA Members are Albania, Bosnia and Herzegovina, Macedonia, Montenegro and Serbia, while Kosovo*¹ is a beneficiary. ReSPA's purpose is to help governments in the region develop and anchor solid and better public administration, public services, and overall governance systems for their citizens and businesses and prepare for membership in the European Union.

ReSPA establishes close cooperation with public administration organizations in the Western Balkans and works in partnership with the European Union, specifically Directorate-General for Neighborhood and Enlargement Negotiations (DG NEAR), as well as other regional initiatives and civil society organizations. Since its inception, ReSPA has contributed to capacity-building and networking activities through in-country support mechanisms, peering and the production of regional research materials. The European Commission provides directly managed funds to support ReSPA's activities in line with the EU accession process.

2. Context and description of the assignment

ReSPA assists public administration organization of the Western Balkans using several support mechanisms, including the on-demand support mechanism. The on-demand support mechanism is an instrument through which ReSPA provides expert support to its members to address specific needs related to PAR, good governance and their reform agenda. It responds to the urgent limited needs and targets the specific demand-driven topics defined by ReSPA members. The Ministry of Public Administration of Montenegro applied for support to the Improvement of Administrative Capacities in Quality Management in Public Administration.

The Strategy for Public Administration Reform for the period 2022 – 2026, with a relevant Action plan, was adopted by the Government of Montenegro in December 2021. The PAR Strategy has been developed to ensure continuity of the public administration reform, with the aim to ensure joint building of an accountable, efficient, transparent public administration, oriented towards the needs of citizens and businesses. Public administration strategy has recognized the need to establish a quality management system in Strategic Goal II - Citizens and Businesses Use High-Quality Services of the Public Administration. The action plan envisages a number of activities related to Quality management, one of which is "Defining Road Map for introducing service delivery quality management system".

The introduction of quality management in public administration institutions is perceived as one of the key preconditions for the sustainability of public administration reforms and better performance of public administration. The end result of establishing a quality management system in Montenegro would be the improvement of the quality of services provided to end users and the optimization of processes in government bodies.

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

At this moment, bearing in mind the time distance from the first version of National Quality Management Map and organizational changes as well, it is necessary to update the road map and the promotion plan, first in the domain of the time frame, and then in order to ensure sustainability of planned activities in terms of providing available financial and other means and capacities.

To provide adequate support in implementing QM in Montenegro's public administration, the Ministry established a special Department for Quality Management. To ensure the fulfillment of the function of this unit, it is necessary first to establish appropriate procedures/guidelines to define the initial steps necessary to create a basis for a successful process of monitoring the development of quality management in public administration, strengthening the unit's administrative capacity and further training for the implementation of the relevant standard in the entire public administration.

The Expert is expected to provide the following assistance:

1. Training needs assessment

The assessment will focus on identifying and recognizing the specific training needs of the Quality Management Unit within the Ministry of Public Administration. This training will aim to develop the necessary skills to effectively introduce quality management processes into public administration. A key aspect of strengthening the Quality Management Unit's capacity within the Ministry of Public Administration will be enhancing communication and promotion skills related to the CAF model. This includes engaging with managerial structures in public administration institutions, attracting and identifying "quality ambassadors" from other institutions, and improving coordination, implementation of quality management standards, monitoring, and reporting.

Training aims to apply recognized quality management standards, ensuring staff understand the principles, methodologies and best practices for translating standards into actionable processes. This includes training on documentation requirements, process mapping, risk assessment and continuous improvement methodologies. Furthermore, monitoring and reporting skills are important for evaluating performance and effectively driving organizational improvements. The training also aims to improve data collection, analysis and reporting systems to support evidence-based decision-making.

By conducting a comprehensive training needs assessment and developing targeted training programs, the Ministry of Public Administration can effectively equip staff with the skills and knowledge needed to implement quality management practices, fostering a culture of excellence and continuous improvement in the public sector.

2. Developing guidelines for coordination of the Unit

Expert is expected to draft guidelines for implementation of QM. Guidelines should have overview of all relevant legal framework for QM, list of relevant documents and list of potential form needed for implementation.

Drafting guidelines for the coordination of the Quality Management (QM) Unit requires a thorough understanding of quality management principles and the specific needs of the Ministry. The guidelines will serve as a foundational document for public servants within the Unit, providing clear direction on how to implement QM practices effectively. To begin, the guidelines will offer an overview of the relevant legal framework for QM, ensuring that all activities adhere to legal requirements and regulations. This includes outlining laws, regulations, and policies related to quality standards, compliance, and accountability to ensure that QM processes are conducted in accordance with established legal guidelines.

Guidelines will be used for daily work of public servants of the Unit.

Expert is expected to assist in:

- List the core functions and activities of the unit,
- The role of the directorate in the quality management chapter in providing services and measuring citizen satisfaction
- How to ensure strong leadership support for the implementation QM

Prioritize tasks based on their importance to the unit's goals, clearly articulate the unit's purpose and overarching objectives, establish guidelines for documenting processes and activities, develop regular reporting mechanisms to track progress.

More comprehensively, the guidelines include a comprehensive list of relevant documents necessary for QM implementation. These documents may encompass quality manuals, procedures, policies, standards, and forms required for various QM processes. By providing public servants with access to these documents, the guidelines ensure consistency, accuracy, and compliance to established QM practices. Moreover, the guidelines will prioritize tasks based on their importance to the unit's goals, clearly articulating the purpose and overarching objectives of the QM Unit. This prioritization ensures that resources are allocated efficiently and efforts are focused on activities that contribute most significantly to achieving desired outcomes.

Furthermore, the expert will assist in defining the core functions and activities of the QM Unit, outlining responsibilities such as establishing quality objectives, conducting audits, implementing improvement initiatives, and ensuring compliance with standards. The guidelines will also describe the role of the directorate in the quality management, emphasizing its responsibility for providing services, measuring citizen satisfaction, and ensuring continuous improvement in service delivery. Of course, the fundamental competencies of the unit are outlined by its establishment and the systematization of roles, but however, it is essential to develop a detailed activity plan and specific work tasks for the unit aligned with the Ministry's annual work plan. This approach will ensure the most effective contribution to achieving performance indicators and sustaining quality management in the future. Lastly, strategies for ensuring strong leadership support for QM implementation will be outlined, emphasizing the importance of top-level commitment, resource allocation, and communication of the benefits of QM to stakeholders. By developing guidelines that prioritize tasks, articulate objectives, and establish reporting mechanisms, the QM Unit can effectively implement QM practices and drive continuous improvement of QM in public administration.

3. Developing Brochures for the introduction of QM

Introducing Quality Management (QM) in public administration is crucial for improving service delivery, increasing efficiency, and enhancing transparency. Developing brochures to introduce QM in public administration serves several important purposes:

- to provide an opportunity to educate stakeholders, including government officials, employees, and the general public, about the principles and benefits of QM. Many stakeholders may not be familiar with QM concepts, so brochures help bridge the knowledge gap and promote understanding.
- to raise awareness about the importance of QM in public administration. By highlighting the benefits of QM, such as improved citizen satisfaction, cost savings, and better decision-making processes, brochures can generate interest and support for QM initiatives.
- to demonstrates the commitment of public administration to transparency,

accountability, and continuous improvement. It shows that the organization is proactive in adopting best practices to enhance service delivery and achieve better outcomes for citizens.

- to encourage stakeholders to actively engage in QM initiatives. By providing information on how individuals can contribute to QM efforts, brochures empower employees and citizens to participate in the improvement process.
- to emphasize the importance of accountability in public administration. By outlining processes for measuring and monitoring performance, brochures underscore the organization's commitment to delivering high-quality services and achieving measurable results.
- as a communication tool to facilitate discussions about QM within the organization and with external stakeholders. They provide a common reference point for discussing QM concepts, goals, and strategies.
- To reflect positively on the organization and its commitment to professionalism and excellence. They contribute to building a positive image of the public administration as an organization that is responsive to the needs of its stakeholders and dedicated to continuous improvement.
- as reference material that stakeholders can consult for information on QM principles, implementation strategies, and best practices. They can be distributed at events, meetings, and training sessions to reinforce key messages and provide guidance to stakeholders.

Overall, developing brochures for the introduction of QM in public administration is an essential step in promoting understanding, engagement, and support for QM initiatives. By effectively communicating the benefits and importance of QM, brochures can help drive organizational change and improve the delivery of public services.

4. One workshop implemented

On basis of training needs assessment, expert should provide one training workshop. Specific topic of the workshop would be defined in cooperation with Ministry of Public Administration. Expert is expected to prepare scenario for the workshop, recommend format and deliver the training. Workshop would be organized in Podgorica for at least 20 participants from MNE administration. QM indicator in the Public Administration Reform (PAR) 2022-2026 involves implementing a quality management model in at least 15 new institutions during the next year. During the training expert will present the abovementioned guidelines. Based on the assessment of the effectiveness of a particular approach, the training participants could include members of the coordination committee, members of the newly established network of quality management officers, and, most likely, employees from institutions that will be among the first to implement the CAF model.

5. Preparation of concept for the CAF info/open day

Preparing for a quality management event involves meticulous planning, from setting clear objectives and identifying the target audience to developing an engaging agenda and securing knowledgeable speakers. Key components include selecting relevant topics, organizing interactive sessions, and ensuring logistical arrangements run smoothly. By focusing on these aspects, it needs to create dynamic and informative event that fosters learning, collaboration, and the exchange of best practices in quality management.

6. Upgrade on Roadmap QM and promotional plan and recognize expertise for the sustainability of QM

The Government of Montenegro recently adopted a new version of the Roadmap for QM and the promotional plan. The expert is expected to provide constructive feedback and recommendations to improve the content of the quality management roadmap and propose a precise dynamic plan, with foreseen elements, to give recommendations, inputs, suggestions for expertise or a QM sustainability model.

It is necessary to ensure that this document remains relevant, effective and harmonized with the needs and priorities of public administration.

It is expected for the experts to:

- to critically review the existing roadmap for quality management and provide feedback on its strengths, weaknesses and areas for improvement with recommendations for improving the content, structure and strategic direction of the roadmap to better align with organizational goals and best practices in public administration.
- to provide constructive feedback and, if recognized, to offer recommendations for improving the content of the quality management map and promoting sustainability in quality management efforts.
- to identify new trends or technologies that could be integrated into the QM roadmap to drive continuous improvements.
- provide a sustainability model for quality management that outlines strategies for maintaining and ensuring long-term success. This model should address factors such as leadership commitment, resource allocation, performance measurement and organizational culture to foster a culture of quality excellence.
- identify possible training in the field of quality management (EIPA, etc.). Also, the expert should recommend potential sources of training funding, with the support of the Ministry of Education and Culture.

7. Modul for HRMA training plan developed

Expert will provide necessary inputs in order to include developed trainings as part of HRMA annual training plan. During this activity, support from HRMA should be provided.

By leveraging HRMA's expertise and resources, the developed trainings can be seamlessly integrated into the annual training plan, fostering a culture of continuous learning and professional growth within the organization. Additionally, HRMA's involvement ensures that the training initiatives are strategically aligned with the organization's long-term goals, maximizing the return on investment in employee development and contributing to overall performance improvement.

3. Tasks and responsibilities

The expert assigned to this task shall complete the following indicative tasks and responsibilities:

Preparatory activities - up to one (1) day

- Get basic familiarity with strategic documents, adopted version of the road map, and donor support matrix (instruments and contracts that MJU has for supporting activities)
- Meeting with MPA regarding the current situation, fulfillment of actions from the

roadmap, expectations and needs, structure, language, and target groups.

- Report on the planned activities
- Minutes of the meetings

Meetings with stakeholders- up to one (1) day

- Meetings with relevant stakeholders, MPA, HRMA.
- Meetings with the Coordination Board and CAF correspondent of Montenegro.
- Review of potential risk trends (including local level) for capacity building and CAF piloting until 2026
- Minutes of the meetings

Preparation of key deliverables- up to four (4) days

- Creation of a plan for piloting and realization of trainings outside the ministry, including all levels; meetings as needed
- Development of a work plan for the directorate (in accordance with the capacity building plan of the ministry, including guidelines, online platforms, visibility actions, etc.).
- Preparation of training needs assessment for QM and module for HRMA that can be included in annual training plan, meeting with HRMA representative (developed model/ curriculum)

Tasks related to the workshop - up to three (3) days

- Training of employees in the quality management department. The training will be devoted to strengthening and building the capacity of MPA officials on the following topics:
- Leadership in the transition to the use of QMS and CAF
- Comprehension skills
- Agile management

Final deliverables- up to one (1) day

- Preparation of the /CAF info/ open day concept, the event will serve to promote QM in public administration further, gather experts and exchange experiences among employees in public administration to increase the quality of services and user satisfaction.

Total indicative number of days is up to ten (10) working days. Re-allocation of working days under each phase can be done upon initiating the assignment in consultation with the beneficiary administration and ReSPA. Intermediary steps and tasks can also be added during the performance of the assignment.

The engaged expert will liaise directly with the designated focal point at the beneficiary

administration and with the ReSPA Programme Manager in charge of the assignment and will consider the instructions received beforehand.

4. Necessary Qualifications

The expert needs to have **diverse but compatible experience in working for or with the public sector in the Western Balkans**, preferably on positions/assignments and tasks related to quality management, etc. More specifically, the expert shall possess the following profile:

Qualifications and skills:

- University degree in Public Administration, Social Sciences, Quality system management, or any other relevant academic discipline
- A Postgraduate degree will be considered an asset
- EFAC certificate will be considered an asset

General professional experience:

- At least 7 years of professional experience working in the area of public administration

Specific professional experience:

- At least 2 years of professional experience working in implementation of quality standards in public administration
- At least 2 years of experience in the field of EU support in quality management standards

Skills:

- Strong presentation and moderation skills;
- Excellent written and oral communication skills in English;
- Ability to write clear and coherent guidance documents and analytical papers;
- Project development skills,
- Ability to work with people of different nationalities, religions and cultural backgrounds.

5. Timing and Location

The assignment foresees engagement of **up to ten (10) expert days** to be consumed from March 2025 to July 2025. The assignment foresees working from home/office. Exceptionally, travels to Podgorica, Montenegro may be necessary.

6. Remunerations

The remuneration envisaged for this assignment is **up to EUR 5000** for a total of **up to 10 working days**.

The ReSPA expert selection procedure will be applied to define the daily fee based on the assessed and evaluated expert's capacity. The payment will be made in one installment upon completing the assignment and submitting the documents required to execute the payment.

Note:

No other costs will be covered apart from the expert cost per day. The expert cost per day comprises the expert fee and a lump sum for covering related costs and other incidentals.

7. Reporting and Final Documentation

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

Outputs

- Prepared report on planned activities in relation to preparatory tasks and meeting minutes
- Prepared document on the review and mitigating risks and meeting minutes in relation to stakeholder input
- Prepared and conducted workshop as described in point 3 of this ToR
- Prepared and conducted online meetings with stakeholders as described in point 3 of this ToR
- Creation of a plan for piloting and realization of trainings outside the ministry, including all levels
- Development of a work plan for the directorate (in accordance with the capacity building plan of the ministry, including guidelines, online platforms, visibility actions, etc.).
- Preparation of training needs assessment for QM and module for HRMA that can be included in the annual training plan, meeting with HRMA representative (developed model/ curriculum)
- Preparation of the /CAF info/ open day concept

Documents required for payment

- Invoices (original and signed);
- Timesheets (original and signed);
- Final outputs (please see above);

- Brief Report on the completed assignment, where the expert shall also recommend potential initiatives and activities that ReSPA can undertake regionally in the area of quality management.