

Terms of Reference

Request for Services

Expert for supporting ReSPA in conducting a staff satisfaction survey of public servants (local level) in Montenegro and producing a report

1. Background

The Regional School of Public Administration (ReSPA) is an inter-governmental organisation 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* is a beneficiary. ReSPA's purpose is to support governments in the region to develop 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 Ministers, senior public servants and heads of units in Member countries. ReSPA also works in partnership with the European Union, specifically the Directorate General for Neighbourhood and Enlargement Negotiations (DG NEAR), other regional actors 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 on-demand support mechanisms, peering and the production of regional survey materials.

The European Commission (EC) provides directly managed funds to support the ReSPA activities (survey, training and networking programmes) in line with the EU accession process.

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 senior civil servants representing the ministries responsible for the Public Administration, ministries of Finance, and institutions in charge of the European Integration process coordination of the ReSPA Members and four regional thematic groups: (1) Policy planning, better regulation and coordination of Centre of Government, (2) European integration and accession negotiations; (3) Human Resources Management and Professional Development; (4) Service Delivery (digitalisation and quality management).

* 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.

3. Description of the assignment

The survey on employee satisfaction within public administration serves as a fundamental tool for effective human resource management. It offers invaluable insights into the operational dynamics of governmental units from the standpoint of their employees. Identifying areas for enhancement equips the Human Resources Administration (HRA) and individual managers with actionable data to enhance work quality and foster greater employee contentment. This proactive approach ensures that organisational objectives are met while cultivating a positive work environment. On the occasion of the Western Balkans High-Level Policy Dialogue on Public Administration Reform, which was held in Sarajevo in 2023, the ministers from the region endorsed the Joint Statement, which, among others, underlines the importance of regular staff satisfaction and employee surveys as an important evidence-based tool to inform decision-making and advance the reforms and HRM practices. ReSPA supported its members in conducting staff satisfaction surveys in Albania and North Macedonia (2022/2023) and Serbia and Bosnia and Herzegovina (2023/2024 – ongoing).

The practical guidelines for implementing employee satisfaction surveys in the civil service of Montenegro underscore several key advantages:

- **Enhanced managerial understanding:** Survey data enables management to gain deeper insights into organisational processes, identifying factors that contribute to employee satisfaction or concern. This understanding empowers managers to address specific issues and improve overall workplace satisfaction, fostering strategic management practices aimed at enhancing employer appeal.
- **Empowering employee participation:** Surveys provide a platform to influence workplace organisation, promoting participative leadership and facilitating open communication. By fostering transparent dialogue and collaboration, surveys contribute to respectful inter-colleague relationships and bolster organisational functionality.
- **Comparative analysis and benchmarking:** Standardised survey methodologies facilitate longitudinal and cross-sectional comparisons, enabling organisations to track progress over time and benchmark against international standards. Such insights aid in aligning practices with global best practices and fostering continuous improvement.

Between April and July 2023, with the support of SIGMA, the HRA conducted a staff satisfaction survey at the central level, yielding responses from 1,157 employees, representing 37.3% of those surveyed. The survey was conducted with the support of the comprehensive methodology developed for this survey. Building on this central-level experience, HRA intends to expand the survey to the local level.

Purpose

The purpose of this assignment is to conduct a survey of public servants at the level of local self-government units in Montenegro in accordance with international best practices and generate evidence for the HRA with a focus on:

- **Evaluating key attitudes and behaviours of public servants and measuring relevant indicators:** satisfaction with work content, work environment, evaluation criteria, reward criteria, opportunities for improvement, attitudes about responsibility, participation,

management, satisfaction with communication and organisational culture, general satisfaction and well-being.

- Deriving actionable recommendations for the local self-government units in Montenegro to develop reform strategies, action programmes, and change management interventions.

Principles of Survey

Surveys on satisfaction should be conducted with strict adherence to the principles of anonymity and confidentiality in accordance with the Law on Data Secrecy². Anonymity entails protecting the identity of the person completing the questionnaire to prevent any potential harm to the individual based on their responses.

Anonymity is achieved by designing questions that do not collect personal identification data or other information that could directly or indirectly identify respondents. In cases where the number of employees in a specific unit is small, responses should not be presented by gender to prevent the participant from being indirectly identified. If the number of employees in a particular self-government entity is very low—less than 5—the data should not be analysed at the level of that unit. Besides individual anonymity guarantees, confidentiality of results at the organisational level should also be ensured.

The Data Analyst Officer of HRA and other individuals with access to raw data should sign a confidentiality agreement guaranteeing they will not share data and information obtained during the survey with third parties. Regarding technical data protection measures, databases containing collected data without personal or potentially identifying information will be stored on a computer protected by a password known only to the Data Analyst Officer. This ensures that only authorised personnel can access the data. During data collection and before the conclusion of the survey, while the data is on the server, access is limited to the Data Analyst Officer of HRA, who possesses the password for the linked email address associated with the registered account.

The data will be used exclusively in aggregate form for effective human resource planning in public administration.

The survey targets permanently employed local civil servants and employees from 25 local self-government units of Montenegro.

Phases of the survey

The survey will be run in the local language, while reports will be prepared in the local language and English. The survey shall consist of the following phases listed below, which have to be undertaken.

1. Preparation of the survey (May/June)

² ("Službeni list Crne Gore", br. 014/08 od 29.02.2008, 076/09 od 18.11.2009, 041/10 od 23.07.2010, 040/11 od 08.08.2011, 038/12 od 19.07.2012, 044/12 od 09.08.2012, 014/13 od 15.03.2013, 018/14 od 11.04.2014, 048/15 od 21.08.2015, 074/20 od 23.07.2020)

- *Nominating contact persons* - HRA will nominate one contact person who will liaise with the local level and ReSPA. In addition, all heads of local self-government units included in the survey shall appoint a contact person to liaise with the Human Resources Administration and distribute the questionnaire to employees.
- *Presentation of the survey* – A workshop will be organised by HRA to present the survey to contact points of the local self-government units.
- *Survey programming* – The questionnaire used for the staff satisfaction survey at the central level will be updated by SIGMA and used for the survey at the local level. HRA will program the survey using an appropriate tool (e.g., Google Forms). For anonymity, a separate database and link will be created for each local self-government unit involved. The deployed questionnaire will be tested technically.
- *Distribution of the questionnaire* - Contact persons from the local self-government units will receive a link with accompanying text, which they will forward to all employees. Contact persons will provide information about the number of employees at the local self-government units to the HRA contact point.

2. Survey implementation (May/June)

- *Survey Announcement* - Heads of local self-government units will inform employees that they will receive a survey from their contact persons at the local level.
- *Distribution of the survey* - Contact persons will distribute the survey to all employees in their local self-government units.
- *Survey Completion* - Data collection will last for two weeks, with the possibility of extension. At the beginning of each week, contact persons will send employees a reminder.
- *Monitoring* - The HRA contact point will monitor the completion percentage and inform contact persons at the local level if it is necessary to remind employees to complete the survey.

3. Data cleaning, analysis and preparation of reports (July/August)

- *Database Preparation* - Data will be collected through Google Forms and processed through SPSS or similar software. The database will be formed, the adequacy of survey completion will be verified, data integrity will be ensured, and a technical implementation report will be prepared. Conduct data cleaning, which will involve controlling, detecting, and deleting entries that are incorrect to ensure the quality of collected data.

- *Data Analysis and preparation of reports* - Initial data analysis will include frequency and percentage distribution analysis, index analysis by indicators, and ranking. A tabular summary report and a report by each local self-government unit will be prepared.
- *Data visualisation* and provision of charts, graphs, and other data-related content for the preparation of the joint report at the local self-government units and respective reports for each unit.
- *Narrative Report* - Based on tabular representation, a summary narrative report will be prepared, as well as respective reports for the local self-government units with a response rate of at least 30% compared to the number of employees.

4. Presentation of results (September)

- *Presentation of the results to HRA* – The survey results will be first presented to the HRA leadership.
- *Presentation of the results to the local self-government units* – Aggregated results will be presented to the leadership of local self-government units at the joint workshop, which will provide an opportunity to generate recommendations.
- *Presentation of the results to respective local self-government units* – Respective online presentations will be organised for the local self-government units who show interest in the presentation of results and discussion about action plans.

OUTPUTS

- 1 report on staff satisfaction survey for all local self-government units of Montenegro, which should cover all survey areas and provide actionable recommendations for further civil service reform and improving management practices. The report should include annexes with a detailed presentation of survey results.
- Reports for the individual local self-government units that reach a response rate of 30 % and return a minimum of more than 10 completed responses (NB: the number of reports for the local self-government units will depend on the number of units that participate in the survey and pass the threshold).
- 1 brief summary report of the survey conducted at the local self-government units in Montenegro (1.5 page).

ASSUMPTIONS

1. Commitment of the management of the local self-government units in which the survey will be conducted.
2. Designation of one civil servant per local self-government unit as a contact point for the support and coordination of the survey implementation.
3. Administrative data from local self-government units to enable the survey implementation,

including organisational charts, staffing data including the size of the local self-government units and demographic information. Additional information shall be provided, if available, by participating units.

ReSPA seeks an expert to support HRA and ReSPA in conducting the survey, analyzing results, and preparing comprehensive reports to inform strategic decision-making.

3. Tasks and responsibilities

The Expert will be engaged for up to **10 (ten)** days and will perform the following indicative tasks:

PHASE 1 – Preparation phase (May-June)

- Provide comments on the questionnaire on staff satisfaction that will be used for the survey.
- Participate in person in the workshop that will be organised in Podgorica for the presentation of the questionnaire to the contact points of the local self-government units and provide answers as needed.

PHASE 2 – Data analysis and preparation of the survey reports (July-August)

- Process individual databases provided for each local self-government unit separately, as well as the aggregate database with overall data.
- Analyse the obtained data separately for each local self-government unit and collectively for all units.
- Prepare a draft report structure and share with HRA and ReSPA for their approval.
- Upon approval, prepare a joint report for all local self-government units in Montenegro (aggregate data) approx. 15 - 20 pages. The report should contain an explanation of the results for each indicator, as well as general conclusions at the end with recommendations.
- Prepare reports for each individual local self-government unit with at least 30% of the response rate, separately for each indicator.
- Share the reports with HRA for comments.
- Finalise the report based on the obtained comments.
- Prepare one brief summary report on the main findings of the survey of up to 1.5 pages.

PHASE 3 – (September)

- Participate in the meeting and present the results to HRA.
- Prepare a PowerPoint presentation with key findings and present the results in person at the meeting of the HRA and ReSPA representatives, heads of administrations of the local

self-government units, and contact points nominated to provide support in conducting the survey.

- Present the results at the respective online events to the heads of administrations of the local self-government units.

The abovementioned tasks and responsibilities represent the milestones of the assignment, but the Expert, HRA contact point and ReSPA Programme Manager in charge can propose changes/adaptations upon mutual agreement. HRA will support the organisation of the events in regard to the presentation of the survey as well as the presentation of the survey results.

ReSPA shall ensure that the questionnaire is translated into the local language and will provide feedback on the reports.

4. Timing and Location

The assignment foresees working in the field and from home/office through electronic communication. The work will be tentatively performed from **May to October 2024**.

5. Remunerations

The assignment foresees up to **10 (ten) expert days** of up to 4.000EUR.

The payment will be made in one instalment following the submission of the reports and approval of the relevant ReSPA PM.

Note: No other costs will be covered besides the expert cost per day. The expert cost per day comprises the Expert's fee per day and (if needed) a lump sum for covering related costs, which include travel, accommodation, local transport, meals and other incidentals.

4. Necessary Qualifications

The Expert shall possess the following profile:

Qualifications and skills:

- At least a Master Degree in psychology, economy, law, organisational sciences or a related field appropriate for the execution of the assignment.

General professional experience:

- At least 10 years of experience in the public sector, civil society organizations, and/or academia.

Specific professional experience:

- At least 5 (five) years of experience in positions and assignments related to human resources management, including experience in conducting surveys and preparation of reports and surveys;
- Experience using the Statistical Package for Social Sciences (SPSS) programme package for statistical analysis or any similar programme.

Skills:

- Excellent written and oral communication skills in English and Montenegrin language;
- Ability to write clear and coherent guidance documents;
- Ability to prepare and deliver well-structures PowerPoint presentations;
- Ability to work with people of different nationalities, religions and cultural backgrounds.

7. Reporting and Final Documentation

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

Outputs

- One report in English for all local self-government units (approx. 15 - 20 pages). The report should cover all survey areas and provide actionable recommendations for further civil service reform and improving management practices. The report should include annexes with a detailed presentation of survey results.
- Reports with recommendations for local self-government units that reach a response rate of 30% and return a minimum of 10 completed responses (NB: the number of reports will depend on the number of local self-government units that participate in the survey and pass the threshold).
- One brief summary report on the main findings of the survey of up to 1.5 pages.

Documents required for payment

- Invoice (signed original);
- Timesheets (signed original);
- Final report on the conducted assignment.