



Terms of Reference

Expert to support the evaluation and analysis of the Law on the introduction of the quality management system and the common assessment framework of operation and service delivery in the civil service In North Macedonia

1. Introduction

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 help governments in the region develop better public administration, public services and overall governance systems for their citizens and businesses and prepare for membership in the European Union.

ReSPA's mission is to provide support to administrations in creation of transparent, accountable and professional public administration institutions that provide efficient services to benefit citizens and businesses across the region, and to facilitate their preparation for the future EU membership, taking into consideration the role that public administration reform has within fundamentals of the enlargement process. Acting as regional knowledge hub, ReSPA facilitates regional cooperation and share of knowledge and practices within the region and between the region and the EU, by providing expertise, policy advice, networking, mobility and capacity-building opportunities for civil servants and it maintains regional policy dialogue at the Ministerial level specifically dedicated to public administration reform. Since its inception, ReSPA, as an international organization and a key regional endeavour in Public Administration Reform (PAR), has contributed to capacity-building and networking activities through on-demand support mechanisms, peering and the production of regional research materials.

ReSPA establishes close cooperation with Ministers, senior public servants and heads of units in its Members. ReSPA also works in partnership with the European Union, specifically Directorate General for Enlargement (DG ENEST), other regional actors such as OECD/SIGMA and Regional Cooperation Council (RCC), as well as agencies and civil society organizations.

* 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.



1. 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 North Macedonia applied for support for the evaluation and analysis of the Law on the introduction of the quality management system and the common assessment framework of operation and service delivery in the civil service.

Public administration reform is one of the key priorities in the accession partnership and an important precondition in the process of European integration of the Republic of North Macedonia. The focus of the Government in North Macedonia continues to develop a modern and efficient public administration based on digitalization that provides high-quality and efficient services to citizens and businesses. In that regard, the Government confirms its strong political commitment to the public administration reform process by continuously implementing and monitoring the measures and activities envisaged in the PAR Strategy 2023 – 2030 and the Action Plan.

The Ministry of Public Administration is committed to fostering efficiency, transparency, and citizen-centered governance within the public sector. The introduction of a Quality Management System (QMS) and the Common Assessment Framework (CAF) and ISO aim to standardize operations, enhance service delivery, and promote continuous improvement across civil service institutions. To ensure the effective implementation and impact of this initiative, an expert is required to evaluate the current legislative framework and its operational outcomes.

The primary objective of this evaluation is to assess the effectiveness, relevance, and efficiency of the Law on the Introduction of the Quality Management System and the Common Assessment Framework in Civil Service Operations and Service Delivery. The evaluation will identify gaps, challenges, and opportunities for improvement while ensuring alignment with EU standards and best practices in public administration.

The Expert is expected to provide the following assistance:

1. Conduct a Legislative Analysis
 - Review the provisions of the law to assess their clarity, coherence, and alignment with international standards and frameworks.



- Evaluate the adequacy of the legal framework in supporting the adoption and institutionalization of QMS in the civil service.
- 2. Assess Implementation Outcomes
 - Analyze the extent to which the law has been implemented across public institutions.
 - Identify the practical challenges faced by institutions in adopting QMS.
- 3. Evaluate Impact on Service Delivery
 - Measure the impact of the QMS on operational efficiency and the quality of public service delivery.
 - Assess the feedback from civil servants and citizens regarding changes in service quality.
 - Make a regulatory impact assessment ex ante & ex post.
- 4. Provide Recommendations
 - Propose amendments to the legal framework to enhance its effectiveness.
 - Offer guidance on strengthening institutional capacity for QMS implementation.

The engagement of expert support for the evaluation and analysis of the Law on the Introduction of the Quality Management System (QMS) and the Common Assessment Framework (CAF) in the civil service of the Republic of North Macedonia is expected to yield transformative results. Through a comprehensive evaluation of the Law's effectiveness, the expert will assess its current implementation, identifying strengths, weaknesses, and opportunities for improvement. This analysis will provide a solid foundation for optimizing the application of quality management principles across the civil service.

One of the critical outcomes of the engagement will be the enhanced alignment of the Law and its implementation processes with European Union standards and best practices in public administration. By ensuring compliance with EU accession requirements, the civil service in North Macedonia will position itself as a credible and reliable partner in the ongoing integration process. This alignment will also foster a more cohesive and standardized approach to quality management across public institutions.

The expert's recommendations should focus on optimizing service delivery, making it more efficient, transparent, and citizen-centric. Addressing existing gaps and inefficiencies, the proposed changes aim to improve the overall experience of citizens and businesses interacting with public institutions. Simultaneously, the focus on institutional performance will foster a culture of continuous improvement, ensuring that public servants deliver services of the highest quality while maintaining accountability and transparency.



Capacity building is another expected result of this engagement. Civil servants will benefit from tailored training programs designed to equip them with the skills and knowledge necessary to implement and sustain quality management practices effectively.

To ensure the sustainability of these improvements, the expert will develop a robust monitoring and evaluation (M&E) framework. This framework will allow for the tracking of implementation progress and the assessment of the impact of the Law on the quality of services delivered. Such a mechanism will not only ensure adherence to quality standards but also support continuous enhancement of public administration processes.

The engagement will also deliver actionable policy recommendations for addressing gaps identified during the evaluation. These recommendations will contribute to a more robust legal and operational framework for quality management in the civil service, setting the stage for future advancements. Moreover, the improvements achieved through the expert's support are expected to lead to increased public trust in the civil service. By demonstrating a commitment to high-quality, efficient service delivery, public institutions will strengthen their credibility and legitimacy in the eyes of citizens.

Finally, the project will lay the groundwork for the replication and scalability of the QMS and CAF implementation across all levels of government. A detailed roadmap will ensure consistency and standardization in service delivery nationwide, solidifying North Macedonia's reputation as a leader in public sector governance. These expected results collectively represent a significant step toward modernizing the civil service and advancing the country's EU integration objectives.

2. Tasks and responsibilities

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

Inception activities - up to three (3) days

- preparation and desk research
- review of the existing legal framework
- initial consultations with stakeholders, and agreement on the methodology and work plan.

Implementation - up to six (6) days



- conducting a detailed evaluation of the Law and its current implementation
- preparing a draft evaluation report and recommendations for aligning the Law with EU standards
- leading consultation with stakeholders and expert panel discussions to refine and validate the proposed changes

Preparation of key deliverables- up to one (1) day

- Submission of the final prepared documents to the Ministry of Public Administration

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.

3. 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 Law, Public Administration, Social Sciences, Quality system management, or other relevant academic discipline
- A Postgraduate degree will be considered an asset

General professional experience:

- At least 7 years of professional experience working in the area of public administration reform and /or Regulatory Impact Assessment (RIA)

Specific professional experience:

- At least 5 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;
- Ability to work with people of different nationalities, religions and cultural backgrounds.

4. Timing and Location

The assignment foresees engagement of **up to ten (10) expert days** to be consumed from April 2025 to September 2025. The assignment foresees working from home/office.

5. 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.

6. Reporting and Final Documentation

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

Outputs

- Prepared evaluation report of the Law on the introduction of the quality management system and the common assessment framework of operation and service delivery in the civil service In North Macedonia and its current implementation



- Prepared recommendations for aligning the Law with EU standards

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.