

# Terms of Reference

## Request for Services

### ***Senior Quality Management (QM) Expert for developing National Quality Management (QM) Roadmap for the Public Sector of Montenegro***

#### **1. Background**

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 organizations. 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.

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 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-Governance; and 5) Quality Management.

The "in-country support mechanism" is ReSPA's instrument that enables ReSPA Members to apply and receive external expertise support. In the framework of the latter mentioned type of instrument, ReSPA is looking for a Senior Quality Management (QM) Expert for

---

<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

developing the National Quality Management (QM) Roadmap for the Public Sector of Montenegro.

## 2. Description of the Assignment

The key requirement of the service delivery (SIGMA 5th Principle) is to create citizens-oriented administration with ensuring the quality and accessibility of public services. Hence, the improvement of public administration and public services through introducing instruments for **Quality Management (QM)** in the public administration institutions is perceived as one of key prerequisites for sustainability of public administration reforms and better performance of public administration. Usage of these quality instruments, i.e. models, tools and standards, in modern public administration is an indication of the governments' commitment to ultimately improve the customer satisfaction.

*Strategy for Public Administration Reform of Montenegro for the period 2022 – 2026*, with Action plan for 2022 – 2024 has been adopted by the Government of Montenegro in December 2021. The importance of introducing quality management is recognized in Strategic Goal II - Citizens and Businesses Use High-Quality Services of the Public Administration. 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 Ministry of Public Administration (Ministry) is tasked with the implementation of this strategic measure and associated activities and is seeking technical assistance for developing National Quality Management Roadmap (*National QM Roadmap*).

In the previous period, a representative/public official of the Ministry was appointed on behalf of Montenegro as a CAF correspondent. The fact that Montenegro has a CAF correspondent, as well as that two CAF pilot projects have been implemented (2018) contributed to recognizing the need to establish a quality management system and the development of a National Quality Management Roadmap for further implementation and establishment of quality in public administration. Additionally, public officials from Montenegro participate in ReSPA WG for quality management and CAF Network and a representative of the Ministry participates in the work Coordination Board for Quality of Montenegro, (lead by Chamber of Commerce), which indicates that the Montenegrin administration is working intensively in introducing quality in public administration.

Despite mentioned achievements and invested efforts, the process of systematic introduction of quality management within public administration remains an additional challenge, which is recognized in the Strategy. Montenegro lacks a systematic approach to introducing any of the internationally acknowledged methods and models for quality management in the area of service delivery and work processes, among them CAF as the QM model applicable in the public sector. CAF model aims to strengthen concepts such as user orientation, public performance, innovation, effective partnerships with other organizations etc. This model, already piloted twice in Montenegro, has been evaluated by users as an excellent model that provides opportunity for further enhancing the performance of public sector bodies and organizations.

In this phase of introduction and institutionalization of quality management in public administration of Montenegro, the *National QM Roadmap* is expected to include:

1. Analysis of the situation (with findings and recommendations). Analysis need to include Stakeholder analysis, analysis of the stakeholder coordination mechanisms, analysis of the current level of using quality management models (CAF and ISO), analysis of the needs for increasing the level of using these models, analysis of the possibilities to engage resources for the quality management introduction (HR, organizational and financial resources), existing positioning of quality management in the current strategic documents, etc. It is expected that findings are grouped based on the specific aspects of the situation and that recommendations are given for group of activities that could be formulated as building blocks in the *National QM Roadmap*.

2. The Roadmap based on the recommendations from the Analysis. The Roadmap (with associated chart) will provide the overview of the actions related to the quality management institutionalization to be implemented with associated timelines, for the period 2022-2024.

The Expert will integrate in the *National QM Roadmap* the plan for the QM promotion and awareness raising, which will be developed by Expert for QM Campaign.

In addition, the Expert will, in collaboration with Expert for National Quality Management Promotional plan, assist Ministry to prepare a one-day Promotional workshop for quality management for civil servants and main stakeholders.

The Ministry will appoint *Operational body* to work alongside the Senior QM Expert (Expert). The role of the Operational body would be to closely cooperate with the expert by providing requested information, inputs and consultations that the expert identifies as the needed ones as well as to approve the concept and methodology pertaining to the process of developing the Roadmap. The Operational body will also provide comments to the Draft of the National QM Roadmap. The expert will propose the format and composition of the Operational body to the Ministry, that will as the minimum include the Ministry of Public Administration (including CAF Correspondent on behalf of the Ministry), PAR Council and Chamber of Commerce. Upon agreed composition of the Operational Body, the Ministry will formally invite the stakeholders to appoint the members into the Operational body. The support of the Ministry and Operational body is important especially for identifying the pilot institutions and for making financial projections of the cost of the implementation of recommended actions, with special note on future sector budget support.

During the development of the National QM Roadmap, the Ministry will be assisted by the Senior QM Expert and the expert for developing National QM Promotional Plan to make a detailed concept and the Programme of one day Workshop for raising awareness of the importance of quality management among civil servants and selected decision makers. Both experts will also be engaged in conducting the Workshop.

Furthermore, documents produced in the framework of this assistance will be adopted by the Government of Montenegro. They will be a basis for future rulebooks, guidelines and methodologies for all the institutions that are identified in the Roadmap and that opt for introducing quality management.

The Ministry will be overseeing the process of developing National QM Roadmap and is committed to actively engage in the implementation of the National QM Roadmap as the institution directly identified in the Roadmap for the implementation of measures/activities as

well as the main institution to oversee, monitor and report on the implementation of the actions defined in the Roadmap.

As Ministry of Public Administration needs additional expertise and technical assistance to develop National QM Roadmap, ReSPA is seeking **Senior Quality Management Expert** to provide needed expertise for developing National QM Roadmap and for conceptualising and conducting the Workshop for raising awareness on the importance of QM in public service delivery (the latter in collaboration with expert for National QM Promotional Plan ).

### 3. Tasks and responsibilities

The **Senior Quality Management Expert** will be responsible for the implementation of all the tasks related to drafting the National QM Roadmap and for developing and conducting of the one day Awareness Raising Workshop in collaboration with the expert for developing National QM Promotional Plan.

More specifically, the Senior Quality Management Expert will:

1. Get familiar with PA Strategy and Action Plan 2022-2024 of Montenegro, (*up to 1 working days*),
2. Propose to Operational body format and number of the meetings with representatives of, by the Ministry proposed selected stakeholders (that will as the minimum include the Ministry of Public Administration, PAR Council and Chamber of Commerce), prepare and lead the meetings, collect and verify the inputs from the meetings with the Operational body, (*up to 3 working days*)
3. Draft the National QM Roadmap based on the concept and methodology approved by the Operational body with defined mechanism for managing, monitoring, and evaluation of the implementation of the National QM Roadmap. Submit the Draft to the Operational body, include the comments received and prepare Final report/version of the National QM Roadmap (*up to 12 working days*)
4. In collaboration with Expert for National QM Promotional Plan, draft the Programme and conduct one day Workshop on promotion and awareness raising of the QM, (*up to 3 working days*)
5. Prepare the Report on the assignment for ReSPA (in English) on the implementation of the assignment, indicating key challenges, lessons learnt and relevant recommendations for future work of ReSPA and beneficiary institution in this area. (*up to 1 working day*)

The abovementioned tasks and responsibilities represent the milestones of the assignment, but the expert, may propose slight changes/adaptations, upon the agreement with the beneficiary institution and the ReSPA Programme Manager in charge.

The expert shall closely cooperate with the responsible officials in the Operational body and in the Ministry. Ministry will provide the expert with all necessary information and logistic support when needed. The overall finalization of the Roadmap is under the responsibility of MPA.

The engaged expert shall also liaise with the Expert for National QM Promotional Plan and will inform him/her on the developments throughout the assignment. The expert will liaise with the ReSPA Programme Manager in charge of the assignment and will take into consideration the instructions received beforehand.

***The assignment foresees up to twenty one (21) working days*** for preparations, coordination of the work with Ministry/Operational body, preparations and conduct of the meetings, collection of the envisaged data, making the draft and the Final document of the National QM Roadmap, outlining the Programme and conduct of the Workshop on awareness raising, and report on the assignment to ReSPA.

## **4. Necessary Qualifications**

**Senior Quality Management Expert** shall possess the following profile:

### Qualifications and skills:

-At least Master degree in Public Administration, Law, Political Science, Quality Management or other related fields or other related fields;

### General professional experience:

At least 10 years of experience working in/with Public Administration;

### Specific professional experience:

-At least 5 years of experience in dealing with quality management in public administration and public services in the Western Balkans;

-At least 2 years of experience in delivering workshops and trainings, or similar assignments;

-Specific experience in dealing with Common Assessment Framework (CAF) will be considered an asset

-Familiarity with the Montenegrin public administration will be considered an asset

-Previous engagements in assignments in the Western Balkans will be considered an asset

### Skills:

-Excellent written and oral communication skills in English

-Knowledge of Montenegrin language shall be considered an asset

-Ability to write clear and coherent guidance documents

-Excellent communication skills

-Ability to work in team

-Training and moderation skills

-Proficient in Microsoft Office package

-Ability to work with people of different nationalities, religions and cultural backgrounds

-High presentation skills

## 5. Timing and Location

The assignment foresees work from home/office and on the site for meetings and a Workshops in Podgorica, Montenegro. The assignment will be performed, tentatively, from **mid-October to mid December 2022**.

## 6. Remunerations

The assignment foresees **up to 21 working days**.

The payment will be done in one instalment upon completion of the assignment. The final product will be subject to approval from the Ministry of Public Administration as the beneficiary institution and ReSPA before the execution of the payment.

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 (if needed) a lump sum for covering related costs which include, travel, accommodation, local transport, meals and other incidentals. ReSPA and the expert/s shall agree before the signature of the Service Contract on the rate of the daily fee.

## 7. Reporting and Final Documentation

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

### Outputs:

- The consolidated draft version of the National QM Roadmap for the Public Sector of Montenegro;
- Presence list of attendees in the meetings and at the workshop organized (if any);
- One final report in English on the implementation of the assignment indicating key challenges, lessons learnt and relevant recommendations for future work of ReSPA and beneficiary institution in this area.

### Documents required for payment:

- Invoice (original and signed);
- Timesheets (original and signed);

- Final report in English (see third bullet-point above), no later than 5 working days after the completion of the Assignment. The report will be subject of approval by ReSPA as contracting authority.