

# **Modernization of Government Services in the Republic of Moldova**

**Project ID No. P148537**

## **TERMS OF REFERENCE**

### **INTERNATIONAL CONSULTANT TO DEVELOP THE METHODOLOGY ON PERFORMANCE FRAMEWORK DEVELOPMENT, IMPLEMENTATION AND ASSESSMENT FOR SERVICE PROVIDERS INVOLVED IN THE PROCESS OF REENGINEERING OF PUBLIC SERVICES AND CUPS<sup>1</sup>**

#### **I. BACKGROUND**

The Government of Moldova is determined to fundamentally change the way how public services are provided in Moldova through a variety of interventions for modernization of service delivery, which combat corruption, foster a customer care culture, enhance access, as well as increases efficiency in the Moldovan public administration. From 2006 to 2013, Moldova modernized its civil service legislation and administrative processes under the Central Public Administration Reform (CPAR), supported by the World Bank's administered Moldova - Government's Central Public Administration Reform Multi-Donor Trust Fund (CPAR MDTF). In July 2016, the Government of Moldova has approved the Public Administration Reform Strategy for 2016-2020<sup>2</sup>, that keeps the modernization of public services delivery process among its main objectives. This fact reconfirms Government's determination in the modernization of the administrative service delivery system by improving access to these services through various channels, their efficiency, reduction of unnecessary administrative burdens and cost of services for both beneficiaries and service providers, ensuring a stable level of quality of administrative services.

To achieve the stated objectives, the Government has requested the World Bank's assistance for a PAR operation, that became effective in June 2018, called Modernization of Government Services Project (*hereafter* MGSP or the Project).

The design of the project considers the Government of Moldova's vision, stated in the Public Administration Reform Strategy 2016-2020 and makes extensive use of institutional and technological achievements of Governance e-Transformation Project (GeT) implemented by the Government of Moldova and World Bank in the period between November 2011- December 2016.

The Project is implemented by the e-Governance Agency (eGA) in coordination with the State Chancellery of the Republic of Moldova that holds a unique 'Center of the Government' position and is responsible for policy development and reform coordination in the area of Government services modernization. The State Chancellery is also responsible for promoting regulatory amendments to institutionalize the results of service reengineering. In this capacity, the State Chancellery will be the main Beneficiary of the Methodology on performance framework development, implementation and assessment for service providers involved in the process of reengineering of public services and CUPS (*hereafter* the Methodology), will ensure its official approval and will coordinate practical application of the Methodology in the process of development of service providers' performance frameworks.

The Project aims to achieve improvements in access, efficiency and quality of delivery of selected administrative services through the following components:

#### **1. Public Service Modernization**

The key activities under this component focus on re-engineering a group of government to citizen (G2C) and government to business (G2B) administrative services, piloting of one-stop-shops for public service

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<sup>1</sup> Centres for Unified Public Services.

<sup>2</sup> <http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=366209>

delivery in selected locations and explore the possibility of rolling out at national level; increase awareness of citizens on public services and availability of e-services.

## **2. Digital Platform and Services**

The main objective of this component is to digitize selected re-engineered government services; complete and strengthen a common infrastructure and mechanisms for rapid deployment of ICT-enabled public services; introduce government wide IT Management and Cyber Security standards and procedures. It will finance the acquisition of additional shared computing infrastructure elements, digitization of services needed to deliver Government services electronically and development of IT Management and Cyber Security standards and procedures as well as learning management system to mainstream them within the government.

## **3. Implementation of a service delivery model**

The objective of this Component is to ensure that the institutional capabilities of key government agencies are aligned with and support the New Model of public services delivery. Technical assistance will be provided to all institutions responsible for the delivery of public services re-engineered and digitized under MGSP, as well as partner entities participating in the piloting of the Centers for Unified Public Services (CUPS). The Component also supports the development of institutional performance frameworks for service providers and CUPS that cover objectives and performance indicators at the institutional level, as well as the periodic completion of social inclusion and citizen engagement checklists that can be cascaded to structural units for each entity covered under the project. It is expected that the objectives and performance indicators will be informed by service delivery standards and developed for each service reengineered under Component 1 of the project.

## **4. Project Management**

This Component will support the Project Implementation Unit (PIU), based in the eGA and will ensure the activity of the core e-Governance Agency team.

## **II. OBJECTIVES OF THE ASSIGNMENT**

The objectives of the current assignment are to:

- A)** develop a Methodology to assist service providers and CUPS in development, implementation and assessment of the institutional performance frameworks (*further* the Methodology), and
- B)** based on the Methodology, (i) develop two institutional performance frameworks – one per each service provider - the Public Services Agency, the National Social Insurance House and (ii) draft the action plans – one per each service provider for their implementation.

## **III. SCOPE OF WORK**

The current assignment is planned to be a joint effort of a team of two Consultants: one international, as per the detailed description below and one national. The National Consultant will be selected based on a different ToR closely related to the present document.

To achieve the objective **A)** of the assignment, the Consultant is expected to perform the following tasks:

- 1.** Get a deep understanding of the existing context, including:
  - a. Public Administration Reform Strategy and its implementation progress;
  - b. Structure of MGSP and relevant documentation (Project Appraisal Document (PAD), Project Operational Manual (POM), re-engineering methodology);
  - c. *Report on the proposed best practices and tools relevant to development of the strategic Human Resources Management (HRM) developed under Europe and Central Asia Capacity Development (ECAPDEV) Project Preparation Grant in the part referred to the performance management*<sup>3</sup>;

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<sup>3</sup> The Report will be provided by the EGA team.

- d. Feasibility Study on enhancing Citizen's access to administrative services at local level and the Public policy proposal developed based on this document (Feasibility Study on CUPS);
  - e. Analysis of the national legal framework, key documents, existing information and practices related to performance management in public sector in general and practices used by administrative service providers in particular developed by the National consultant;
- 2.** Develop an Inception Report that will include a detailed schedule for the implementation of the activities under the assignment as well as the Consultant's conclusions based on task 1 of the assignment and describing the identified gaps;
- 3.** Based on an analysis of the documents outlined under task 1 and drawing on the international experiences/practices develop the draft Methodology that will include but not be limited to:
- a) general overview of the methodology including main concepts and terminology used, aims and objectives of the methodology, a short description of the existing practices and methodological tools that are currently applied for the institutional performance frameworks development, implementation and assessment;
  - b) development and description of the developed performance standards that should be met by the public sector in the process of administrative public services delivery highlighting the social inclusion and citizen-centric perspectives in administrative public services modernization and delivery process;
  - c) presentation of the core structure of the institutional performance framework including the description of all relevant elements of the framework that should be in place in the institution in order to ensure a good institutional performance management process;
  - d) the proposed list of the common key performance indicators (KPI) divided by categories<sup>4</sup>, that should be part of the institutional performance framework of administrative service providers as well as examples of potential KPI's that can be used by services providers depending on their field of activity. The proposed KPI's should reflect the strategic link between the vision and mission of the institution and delivered outputs and outcomes and should be accompanied by the description of their relevance for the institutional performance framework of administrative service providers and the methodology according to which they will be developed. In addition, this section should refer to the social inclusion and citizen engagement checklists<sup>5</sup> (currently under development) that should be efficiently integrated within the institutional performance framework of the services providers;
  - e) a fully descriptive approach for the development of the institutional performance framework, including the necessary supporting information, the roles and responsibilities of the managerial staff in the process, the proposed tools to be used and description of their applicability and the proposed template for the institutional performance framework;
  - f) description of the implementation process of the institutional performance framework of administrative service providers, with a special focus on the mechanism and tools for granulation of the institutional KPI's to the structural units and further on to the individual level of the services providers' staff;
  - g) a step by step operational mechanism to conduct the institutional performance assessment based on the developed institutional performance framework and follow-up activities. The assessment mechanism shall stipulate, among others, the periodicity of the assessment, the format of the presentation of the assessment results, the process of transposition of the assessment results in the

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<sup>4</sup> Some potential categories can be Efficacy, Efficiency and Effectiveness, but not limited to it.

<sup>5</sup> The necessary information related to this aspect will be presented to the Consultant by the Project implementation team.

further improvement of the institutional performance framework and institutional performance of the services provider in particular;

- h) a concluding section presenting the list of prerequisites and necessary adjustments to the current situation both in terms of legal aspects as well as institutional aspects for a smooth implementation of the Methodology in the activity of administrative services providers. This part will be developed based on the analysis performed and recommendation provided by the National consultant. If appropriate, in this section the list of necessary short-term activities will be provided.
- i) Templates and checklist to help institutions apply the methodology in practice.

**Note:** Each section of the Methodology should clearly describe its applicability and specific aspects if the case, for the development of the institutional performance framework of CUPS.

- 4. Organize a workshop with relevant stakeholders to present the draft methodology, its practical application and to discuss and validate the potential bottlenecks and immediate actions (**see point h from above**) for its applicability in the activity of administrative services providers.
- 5. Present the revised draft of the Methodology that will include all the comments and recommendations from the State Chancellery as well as the inputs from the workshop specified at the task nr.4.

To achieve the objective **B)** of the assignment, the Consultant is expected to perform the following tasks:

- 1. Develop training materials and organize a joint training for the relevant staff from Public Services Agency and National Social Insurance House based on the Methodology and focused specifically on practical aspects related to the development of the institutional performance framework;
- 2. Organize two workshops for the development of two institutional performance frameworks- one for the Public Services Agency and one for the National Social Insurance House based on the Methodology;
- 3. Review and present recommendations for improvement of the draft institutional performance frameworks developed and formulate the necessary activities for their effective implementation.

At the end of the assignment, the Consultant will develop a Final Report that will include a detailed description of the activities achieved under the assignment, as well as the main conclusions and recommendations for effective integration of the Methodology and relevant procedures in the administrative services provides activity and ensuring the implementation of a sound performance management system in administrative public services delivery process.

#### **IV. DELIVERABLES AND TIMEFRAME**

The deliverables expected under this assignment are as specified in the table below.

No.	Deliverables	Tentative timeframe/deadline
<b>Objective A</b>		
1.	Inception Report developed with the inputs from the National Consultant, as specified under Task 2 of the Scope of Work, approved by the Beneficiary	In three weeks from the contracting date.

2.	First draft of the Methodology on performance framework development, implementation and assessment for service providers involved in the process of reengineering of public services and CUPS, developed, presented to and approved by the Beneficiary	In seven weeks from the acceptance of the Inception Report (except point <b>h mentioned in the scope of work</b> that will be developed and attached to the Methodology after the workshop ( <i>deliverable 3</i> ))
3.	One workshop as specified in the task nr. 4 of the Scope of work organized.	In one week from the receipt of the comments and recommendations from the State Chancellery on the deliverable nr. 2 The exact date will be coordinated with the State Chancellery.
4.	The revised draft of the Methodology as specified in the task nr. 5 of the Scope of work presented to the State Chancellery.	In two weeks from the date of the workshop ( <i>deliverable nr. 3</i> ).
<b>Objective B</b>		
1.	Training materials developed and one training for the relevant persons from Public Services Agency and National Social Insurance House organized in line with the task 1.	In 4 weeks from the acceptance of the final Methodology ( <i>deliverable 4 Objective A</i> )
2.	Two workshops for the development of the institutional performance framework for the Public Services Agency and National Social Insurance House organized.	In one week from the date of training ( <i>deliverable 1 Objective B</i> )
3.	Recommendations Note for improvement of the draft institutional performance frameworks and Action Plans for their implementation developed.	In two weeks from the date of receiving the draft PF from service providers
5.	Final Report on the assignment developed and presented to eGA.	In two weeks from the acceptance of the deliverable nr. 4 Objective B.

## V. TIMING

This is a part-time assignment expected to be performed during the period **September 2019 – April 2020**.

## VI. INSTITUTIONAL ARRANGEMENTS

The International Consultant will work in tandem with his/her national counterpart, under the direct supervision of the State Chancellery Public Administration Directorate and the MGSP Inter-Component

Coordinator, as well as in collaboration with the MGSP Project Manager, ensuring qualitative and timely implementation of the envisaged tasks and submission of expected deliverables.

The State Chancellery Public Administration Directorate and MGSP Inter-Component Coordinator will facilitate the Consultants' access to the necessary documents, materials and key stakeholders.

## **VII. QUALIFICATION REQUIREMENTS**

### **Mandatory qualifications**

- University degree or higher degree in public administration, HR management and development, social sciences or other disciplines related to the assignment;
- Minimum of 12 years of extensive international work experience in development and implementation of performance management systems;
- Minimum of 8 years of international experience in institutional and functional assessments, institutional performance assessment and development of KPI's for public and private institutions;
- Minimum of 5 years of experience in development of training materials and delivery of trainings in the areas relevant to the assignment;
- At least one Methodology for institutional performance framework developed in public services delivery sector;
- At least three institutional performance management frameworks developed and contributed to their implementation;
- Ability to effectively communicate and write in English language.

### **Preferred qualifications**

- Proven analytical, organizational, reporting and writing abilities (the candidates shall provide details on documents developed under different assignments, also mentioning their role in such exercises, i.e. author, co-author, member of the developing team, etc.)
- Participation in the development of the Government related normative acts, policies and processes related to institutional performance framework development and implementation
- Experience in organization and facilitation of workshops with the participation of different categories of beneficiaries;
- Previous experience in the implementation of activities related to public services modernization process;
- Knowledge of Romanian and/or Russian languages.