

TERMS OF REFERENCE

for

Analysis of Transforming Services for Citizens

a. Background Information

Digitalization is increasingly becoming the backbone of any and all functional restructuring in the public sector, an objective driver of change management and a precondition for transformative development. Going digital, being a horizontal measure, is also accelerating the attainment of Sustainable Development Goals (in further text: SDG). While it directly falls under SDG 16, e-governance is contributing to building stronger institutions – effective, accountable and transparent – at all levels.

The Government of Serbia (GoS), elected in June 2017, has prioritized the digital transformation of the national economy and state administration. The Prime Minister's Keynote Address at the Parliament stressed digitalization and education as the most important catalysts of innovations, competitiveness and growth for Serbia in the coming years. It also stressed the need for a rapid digitalization of public administration and provision of integrated, secure and citizen-focused electronic services. This political support has materialized in August 2017, when the new Government formed the Office for IT and e-Government (OITeG) and appointed the Prime Minister as head of the Council for Innovative Entrepreneurship and Information Technologies (IT Council).

With increasing competition for investments, the GoS has prompted the business environment reform programs, moving from the legal and procedural redesign to the in-depth re-engineering and digitalization of government-to-business (G2B) processes. With already started e-Inspector project, which is a shared inspection management solution, implementation of the Government Service Bus (GSB), online business registration and e-Construction Permit, the next step in the eGovernment and improvement of the regulatory delivery is introduction of the horizontal e-Permitting system, which is one of the key systems to streamline the regulatory delivery process.

The OITeG established a foundational infrastructure for digitalization of public services, with the eGovernment portal, public key infrastructure (PKI) for qualified digital signatures, Time Stamp, e-Payment system (“e-Plaćanje+”), GSB, national data center (TIER 3+) and a team to manage further development. The OITeG already interconnected seven institutions and their registries using the GSB, allowing government bodies to use the public records in an electronic format, without requesting same information again from citizens and businesses.

One of the main goals of the e-Government is to establish an integrated platform for automation and management of permitting inquiries.

To support this effort, the GoS initiated the “e-Paper” project, which is funded by GGF (Good Governance Fund).

The objectives of the e-Paper are primarily linked to private sector benefits as follows:

- Significantly decrease administrative burdens for private sector by simplifying and digitalizing permitting processes, thus minimizing physical interactions between businesses and public authorities;
- Establish a single gateway - single point of contact for businesses to apply for permits, track the status of permitting process and access online to issued electronic permits;
- Enhance risk management with improved and digitalized permitting processes and registries, contributing to better health, safety, and environment protection;
- Improve processing time by involving a mechanism for performance management;

- Improve governmental efficiency and reduce internal administrative/transaction costs via standardization of the permitting processes, minimization of the number of documents needed for the applications and elimination of duplicate information requests;
- Establish permitting process management to enable continuous analysis and improvements of the permitting processes; and
- Increase transparency of regulation delivery by interfacing with the National Open Data portal (data.gov.rs) and e-Registry.

During the e-Paper project, recommendations were made for the simplification of 871 procedures, out of which 595 procedures have been simplified. The final result of the ePaper project contains recommendations for 595 procedures. The cost-saving per adopted recommendation was estimated at RSD 556.961.053. After abolishing three proposed procedures building on the recommendations, RSD 3.47 billion has been saved. These procedures are (i) procedure no. 13.06.0006 – Data entry for determination of the insurance period, earnings, salary compensation, the insurance base and amount of paid contribution (form M4), (ii) procedure no. 13.06.0007 – Application for payment of contributions based on the agreed fee, (iii) fees under the contract on supplementary work and the amount of such compensation (Form M-UN) and record stamps for flour.

To cover a broad scope of work on digitalization of Governments' services there are the following other ongoing activities complementing these efforts:

1. e-Permitting System (e-Paper) for Serbia, – which, by using a similar methodology, focuses on permitting processes and their digitalization. The goal of the project is to enable digitalization of 100 permitting processes which are most commonly used between the Government and Business (G2B).
2. Permanent Conference of Towns and Municipalities (SKGO) made a proposal to optimize and digitalize 9 services of local self-government.

Building on it, GoS has requested assistance from the World Bank in supporting the reform efforts through a loan project. The Enabling Digital Governance Project (EDGE) was approved by the Board of the World Bank in April 2019, to improve access, quality and efficacy of selected administrative e-Government services through the implementation of the following three components:

Component 1: Foundations for Digital Service Delivery

The objective of this component is to establish the necessary cross-cutting foundations to support the use of ICTs in the provision of public services to citizens, and businesses, including inter alia, regulations, standards, and digital infrastructure.

Component 2. Transforming Services for Citizens, Business and Government

The objective of this component is to support re-engineering, digitalization, and piloting of selected administrative e-services. It will support improvements in back-office processes to reduce administrative burdens and increase the efficiency of administrative service delivery to citizens and businesses.

Component 3. Digital Skills Development, Institutional Strengthening and Change Management

Activities under this component will focus on transforming the provision of administrative services to citizens and businesses, which will result in the change of the way public servants do their work as well as the way citizens and businesses interact with the administration. The key result of this component is enhanced capacity for project management and institutional coordination to achieve project results. This component will include strategic frameworks to help all stakeholders to understand, commit and successfully develop digital skills, implement change and, by promoting digital skills and changes, contribute to further institutional strengthening which will bring major benefits to citizens and business.

For the purposes of effectively managing and coordinating EDGE and future projects with International Financial Institutions (IFI) financing, the Project Implementation Unit (PIU) has been founded at the OITeG.

With support from the EDGE project, the OITeG expects to simplify the business process by digitalizing it, and decreasing the number of procedures, transactions and rules governing administrative services to cover the broad scope of services provided to citizens. For the transformation of services to citizens, the first step will be to perform a thorough analysis of transforming services for citizens, which will provide the basis for decisions to decrease and optimize the number of procedures, transactions, and rules governing administrative services to citizens. The analysis will provide an inventory of all services to citizens in Serbia, as-is and to-be maps for selected services. To this end, the OITeG will hire a consulting firm that will perform the subject task.

b. Objective

The objective of the assignment is to develop the basic documentation for support in the process of re-engineering, digitalization, and piloting of administrative e-services and to provide the analytical basis for decreasing the number of procedures, transactions, and rules governing administrative services for citizens in order to improve access, quality and efficiency of e-Government in Serbia.

This will be achieved by:

1. providing the basic documentation for support in the process of re-engineering, digitalization, piloting of administrative e-services
2. providing support in improvement processes for reducing the administrative burdens and increasing the efficiency of administrative service delivery to citizens (G2C)

c. Scope of Work

The Analysis of Transforming Services for Citizens should be conducted in two Phases.

Phase 1: Administrative Service Inventory for Citizens

Phase 1 should produce an Administrative Service Inventory (a comprehensive list of administrative services) which will include all the services (administrative procedures) provided to citizens. This Inventory must include, among other information, description of all services provided to the citizen, list of all government entities that are involved in providing public service, volume, number and frequency of usage (i.e. the number of service users and requests, the number of cases treated, daily or weekly or monthly, the average length of services treated per request etc.), operational cost of each entity, staffing plan and its cost, and information about the level of its digitalization – if the services are partially or fully digitalized or not. The detail list of items that should be collected for each service is provided below (pre-selection and weighted criteria).

Since every administrative service derives from the data kept in appropriate Registries, this phase will conduct a comprehensive analysis of Registries enabling services for citizens. The Inventory will include quantitative and qualitative analysis and should include the following criteria and aspects for each established Registry in the Republic of Serbia:

- The mandate, key responsibilities and organizational structure of each administrative service for providing services;
- The level of Registries' digitalization (yes/no/partial);
- Number of users and/or requests (monthly);
- Number of services (cases) provided/treated through the particular Registry (monthly);

- The average length of services provided/treated;
- Frequency of Registry usage in providing services to citizens (low, medium, high);
- Frequency of re-usage of Registries' data by other Registries in providing services to citizens (low, medium, high);
- Established Registries' impact on the optimization of services provided to the citizens (low, medium, high);
- Registry sustainability in terms of existing and developing normative framework which defines administrative services provided by particular Registry (low, medium, high);
- The operational cost of the administrative services to provide dedicated services;
- Number of staff and HR cost

The analysis shall provide score and ranking of the existing Registries on each item.

This Phase includes the following activities and deliverables:

1.1 Preparation of the Administrative Service Inventory (a comprehensive list of administrative services) of all services provided to citizens.

1.2 Development of prioritization criteria, including pre-selection and weighted criteria, to identify services provided to citizens that will be further analyzed in the second phase and following activities for business process reengineering and digitalization through the EDGE project

The pre-selection criteria will include:

- Volume and implementation timeframe within the service life,
- Existing of necessary back-end infrastructure,
- Well defined and functioning business processes
- Frequency of use

The weighted criteria will include:

1. Urgency and relevance,
2. Outreach,
3. Existence of key enablers,
4. Back office readiness,
5. Level of complexity,
6. Time and money savings,
7. Improvement in accountability and transparency gains,
8. Legal and regulatory framework,
9. Leadership and political will,
10. User readiness,
11. Sustainability and
12. External factors (EU compliance, support of other donors, etc.)
13. Development of monitoring, evaluation and reporting systems to measure the impacts of service digitalization.

1.3 Development of a proposal of two selected administrative services/procedures for its simplification as a fast track service for piloting or a quick-win that should include “ as is’ and “ to be” maps as proof of concept, cost, and timeframe

1.4 Development of the methodology and monitoring and evaluation framework for collecting data about certain services that should be applied to all future e-services to be provided to citizen.

1.5 Analysis of established Registries enabling services for citizens, with scores and ranking of Registries on each item listed above.

Phase 2: Services Re-engineering Process

Phase two should include the following activities and deliverables:

2.1 Using the methodology and monitoring and evaluation framework defined under the point 1.4 and including comprehensive analysis and process mapping, it is necessary to determine, define and develop the Proposal for development of 150 “as-is” process maps for digitalization of 150 Government to Citizen (G2C) services from the Administrative Service Inventory. Based on the results of analysis under as-is maps production, the proposal as which 50 services will be further mapped into to-be will be made.

2.2 Based on the results of Phase 2.1, the Consultant firm should develop and deploy:

2.2.1 150 “as-is” Process Maps for 150 (G2C) services which should be digitalized

2.2.2 Based on analysis from 2.2.1 50 G2C services will be selected for preparation of to-be Process Maps and future digitalization

2.3 Based on the prioritization criteria, methodology and monitoring and evaluation framework defined in Phase 1, and determination, definition, development and deployment of the process maps for the most important 150 G2C services for digitalization in Phase 2.1 and 2.2, the Consultant firm should define and prepare the Proposal for digitalization of 30 most important G2C services, followed by relevant justification and based on the principle of 10 services to be digitalized on an annual level. For selected ”as-is” and “to-be” maps (150 in total) the consulting firm should collect all pre and post digitalization monitoring indicators as per the M&E framework developed under phase 1.

2.4 A comprehensive Final Report on the results of the entire project with detailed as-is and to-be maps and recommendations for future activities. The Final Report must be submitted one month prior to the completion of the contract.

d. Deliverables, Timelines and Payment schedule

The Consultant firm will be responsible for the following deliverables:

No.	<i>Deliverable</i>	<i>Deadline</i>	<i>Payment</i>
1.1	Inventory of all government services (administrative procedures) for citizens (G2C services) – final version	5 months after contract signing	10%
1.2	Development of prioritization criteria to identify which of the services are eligible for business process reengineering and digitalization – final version	8 months after contract signing	10%
1.3	Development of a proposal of two selected administrative services/procedures for its simplification as a fast track service for piloting or a quick-win	8 months after contract signing	10%
1.4	Development and deployment of the methodology and monitoring and evaluation framework that should be applied to all future e-services – final version	8 months after contract signing	10%

1.5	Analysis of established Registries enabling services for citizens, with scores and ranking of Registries	8 months after contract signing	10%
2.1	Definition of the Proposal for development of 150 “as-is” process maps for digitalization of 150 G2C services and the Proposal for development of 50 “to-be” process maps for digitalization of 50 G2C services – final version	11 months after contract signing	10%
2.2.1	Development and deployment of 150 “as-is” process maps through a prioritization exercise, which will serve as a base for digitalization of selected administrative services – final version	16 months after contract signing	10%
2.2.2	Development and deployment of 50 “to-be” process maps through a prioritization exercise, which will serve as a base for digitalization of selected administrative services – final version	17 months after contract signing	10%
2.3	Development and deployment of detailed set of functional and technical specifications for each of the services, which can then be used directly by a separate team of programmers to develop the relevant software solution for digitalization of 30 the most important G2C services, followed by relevant justification and based on the principle of 10 services to be digitalized on an annual level – final version	18,5 months after contract signing	10%
2.4	Final Project Report	19 months after contract signing	10%

All deliverables must be submitted in English and Serbian. All documents and report(s) should be submitted, in hardcopy and in electronic format.

The OITeG is expected to provide feedback to draft reports and/or documents within 2 weeks from delivery of draft reports and/or documents.

All deliverables will be reviewed and must be approved by PIU within OITeG in consultation with the World Bank.

All deliverables developed under the contract belong to OITeG and OITeG has the right to transfer the ownership to national partners.

The progress and reports will be discussed at least once per month at regular meetings. OITeG may request more frequent consultations as required.

e. Qualifications

In order to be selected, the Consultant firm must possess, at the minimum, the following qualifications:

Part I: Requirements

1. The Consultant firm must be a legal entity.
2. The Consultant firm must have at least 7 years of direct work experience in the area of institutional and organizational review and development of public institutions in the Republic of Serbia, EU accession setting or South-eastern Europe.
3. The Consultant firm must have experiences in working in the area of digitization of public and private services in the past 5 years in the country and outside of the country.
4. The Consultant firm must have the reporting format experience in last four (4) years; the experience in international, EU and WB projects would be preferable.
5. The Consultant firm must have individual and institutional recommendations from the side of the Government institutions from previous projects.
6. The Consultant firm must have experience working in team-based environments that require a grasp of cross-functional subject matters.
7. The Consultant firm must provide the Statement which confirms that the Consultant firm has technical and technological conditions for providing services (computers, printers, scanners, etc.).
8. Experience in working on international projects and with international organizations would be preferable.

As a proof, the Consultant firm shall prepare a table listing following information: name of the relevant similar assignment, short scope of work, year of contract's implementation, country/region, contact reference (name, e-mail, phone number).

Part II: Team requirements

A team with the following competences will be assembled:

Number of experts/consultants in relevant fields	Project Management	IT development and support	Normative, administrative and reporting issues	Methodology implementing and support
Lead Expert	1			
Key Expert		1	1	1
Consultants		2	11	1

A detailed description of required skillset in relevant fields, are following:

1. **Project Management – one team leader with more than twelve (12) years of direct work experience in the area of institutional and organizational review and development of public institutions in Serbia, EU accession setting or South-Eastern Europe.**

Project Manager must have:

- Faculty degree in social sciences (economics, law and organizational design will be considered as an advantage) or other relevant field
- minimum fifteen (15) years of general work experience
- minimum twelve (12) years of direct work experience in the area of organizational development and institutional development in Serbia, EU accession setting or South-Eastern Europe.

- minimum ten (10) years of experience in working with state and public institutions of different sizes and structures
- minimum ten (10) years of experience in team management
- reporting format experience in regard to international, EU and WB projects in last five (5) years
- fluency in English and Serbian languages and excellent writing skills

2. IT development and support - at least three (3) international consultants with more than 10 years of experience in development of digital solutions in the public sector

Key expert for IT development and support must have:

- Faculty degree in IT sciences or digital science (master degree will be considered as an advantage)
- minimum twelve (12) years of general work experience
- minimum ten (10) years of experience in the development of digital solutions in public sector
- minimum ten (10) years of international experience is required, experience from Western Europe and the USA will be taken as advantage
- minimum five (5) years of experience in working with state and public institutions of different sizes and structures
- minimum ten (10) years of experience in team management
- reporting format experience in regard to international donors in the last five (5) years
- fluency in English and Serbian languages and excellent writing skills

3. Normative, administrative and reporting issues

3.1 At least five (5) consultants with more than four (4) years of experience in public administration reform in Serbia, EU accession setting or southeastern Europe.

3.2 At least five (5) consultants with more than two (2) years of experience in public administration reform in Serbia, EU accession setting or southeastern Europe

3.3 At least two (2) consultants with more than four (4) years of experience statistics and budget planning in projects reporting in Serbia, EU accession setting or southeastern Europe

Key expert for normative, administrative and reporting issues must have:

- Faculty degree in social sciences or other relevant fields (law and organizational design will be considered as an advantage)
- minimum twelve (12) years of general work experience
- minimum ten (10) years of direct work experience in the area of organizational development and institutional development in Serbia, EU accession setting or South-eastern Europe.
- minimum ten (10) years of experience in working with state and public institutions of different sizes and structures
- minimum ten (10) years of experience in team management
- reporting format experience in regard to international donors in last five (5) years
- fluency in English and Serbian languages and excellent writing skills

4. Methodology implementing and support – at least two (2) consultants with more than five (5) years of experience in the formation and implementation of matrix methodologies for the classification of statistical and operational parameters

Key expert for methodology implementation and support must have:

- Faculty degree in social sciences or other relevant field (statistics and finance will be taken as an advantage)
- minimum ten (10) years of general work experience
- minimum five (5) years of experience in the formation and implementation of matrix methodologies for the classification of statistical and operational parameters
- minimum five (5) years of experience in working with state and public institutions of different sizes and structures
- reporting format and budget planning experience in regard to international donors and Government in last five (5) years
- fluency in English and Serbian languages and excellent writing skills

5. All consultants must have fluency in English and Serbian languages. Excellent writing skills are also required

6. All consultants must sign individual NDA contract

Part III: Technology, Methodology and Work Plan

1. Usage of standard tools and templates provided by the e-Permitting (e-Paper) program – Guidelines for the analysis and Template for the analysis of the observed administrative procedure, adjusted to the specifics of G2C administrative procedures framework.
2. Utilizing Directly Attached Storage (DAS), Network Attached Storage (NAS) and Storage Area Network (SAN) to provide near line data storage
3. Providing up to the minute live data synchronization for highly mission critical data by using mechanisms with SAN and virtual technologies to mirror data that is physically far away on different servers and private clouds
4. Offline data storage is removed from near line data in both time and space
5. Cybersecurity Regulations – which are related to the outputs of the consultancy:
 1. Implementing highest industry standards for data collection and management, secure data storage, encrypted data backups, efficient multi server data redundancy as well as short term and long-term archiving
 2. Define and implement protection measures for data collection and management.
 3. Private cloud implementation with Disaster Recovery (DR) options, Data Loss Prevention (DLP) strategy that leverages knowledge of the mean time to failure (MTTF) of a system against mean time to repair (MTTR)
6. General Data Protection Regulations: With EU General Data Protection Regulation (EU 2016/679, approved on 14.04.2016 by European Parliament and enforced on 25.05.2018 – in further text GDPR), the most important basic principles of personal data processing are defined. This Part specifies privacy-related requirements for data Controllers and data Processors holding the responsibility and accountability of personal data processing.
To that effect, the Consultant firm, as a legal entity, must fulfill three (3) criteria to prove compliance with the GDPR requirements:
 1. To provide written evidence of the fulfillment of all criteria laid down in GDPR Chapter 3 “Rights of the data subject”, in all Articles, starting with Article 12 and finishing with Article 23 (including Article 23)
 2. To provide written evidence of the fulfillment of all criteria laid down in GDPR Chapter 4 “Controller and Processor”, Section 1, in Article 30 “Records of processing activities”
 3. As evidence of compliance with the criteria set out in GDPR Chapter 4 “Controller and Processor”, Section 2, in Article 32 “Security of processing”, the Consultant firm must

provide an accredited certification for “ISO 27001:2013 along with recommendations for personal data protection.”

7. The Consultant firm must provide detailed Methodology for implementation of the service as well as detailed team structure that will prove capabilities and expertise to deliver required scope in defined timeline. It is expected that relevant CVs of non-key experts will be presented with detailed breakdown of relevant roles and responsibilities within the team structure.
8. The Consultant firm must provide detailed Work Plan for implementation of the service.

f. Selection of the Consultant firm

The Consultant firm will be selected in accordance with QCBS (Quality-and Cost-Based Selection) method set out in the World Bank’s Procurement Regulations for IPF Borrowers (July 2016, revised November 2017 and August 2018).

Evaluation of the Proposals will be done in accordance with following criteria:

#	Criteria	Weight
1	Experience of the Consultant firm relevant to the assignment	5
2	Key Experts’ qualifications and competence for the assignment a) Key expert: Project Manager [points 10] b) Key expert: IT development and support [points 10] c) Key expert: Normative, administrative and reporting issues [points 10] d) Key expert: Methodology implementation and support [points 10]	40
3	Adequacy and quality of the proposed Technology, Methodology and Work Plan in responding to the Terms of Reference	55
The Key Experts’ qualifications shall be evaluated according to the following sub-criteria and their belonging weights:		
a)	General qualifications (general education and experience)	20
b)	Specific relevant experience required	60
c)	Transfer of knowledge and relevant experience in the Region (working level fluency in local language / knowledge of administrative system, government organization, etc.)	20

The minimum passing score is 75 points.

Each of the criteria and sub-criteria shall be evaluated according to the following point scale:

Points range	Label
0-40	Unsatisfactory
41-60	Satisfactory
61-80	Very good
81-100	Excellent

The score per each of the criteria and sub-criteria is calculated in the following manner: score = (0-100 points) *weight.

QCBS uses a competitive process among short-listed firms that takes into account the quality of the proposal and the cost of the services in the selection of the successful firm.

The OITeG will publish Request for Expression of Interest and upon evaluation of received EoI, five to eight best evaluated firms will receive Request for Proposal. Those firms will be called to submit technical-and financial proposals.

g. Timeframe and duration

Contract duration: 20 months

h. Terms of Payment

The Contract will be the Standard World Bank Lump Sum Contract for Small Assignments. The payments for services will be based on the deliverables / reports approved by the Project Coordinator. The Contract costs will include remuneration and reimbursable costs referring to the assignment.

i. Conflict of Interest

The engaged Consultant firm must not be involved in any other related activity to this Project, especially not in the future digitalization of selected services

j. Annexes

Annex 1 – Template – recommendation form (Serbian-Cyrillic)

Annex 2 – Manual for analysis (Serbian-Cyrillic)