

# **TERMS OF REFERENCE**

## **for**

### **Strengthening Digital Skills and Knowledge Sharing in Governmental Institutions**

Enabling Digital Governance in Serbia (P164824)

#### **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, elected in June 2017, has heavily prioritized digital transformation of the national economy and state administration. The Prime Minister's Keynote Address before 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 eGovernment (OITeG) and appointed the Prime Minister as head of the Council for Innovative Entrepreneurship and Information Technologies (IT Council).

In addition, the Government of Serbia has requested assistance of the World Bank in supporting the reform efforts, through a loan. To this effect, the World Bank has initiated the Enabling Digital Governance Project (EDGE). The objective of the project is to improve access, quality and efficiency of eGovernment in Serbia.

The project, officially started in May 2019, aims at contributing to development of the digitalization in Serbia, through implementation of the following 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 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 IFI financing, the Project Implementation Unit (PIU) has been founded at the OITeG.

With the goal to strengthen citizens', businesses' and government's capabilities to reap the benefits of digitization and to provide support the OITeG and other institutions involved in the process of implementation of the eGovernment agenda, through this procurement the OITeG would like to hire a firm that will help with strengthening digital skills and knowledge sharing.

Promoting and improving digital skills is a prerequisite for effectiveness of digital initiatives and investments, and for ensuring absorption of the benefits of digitalization. Therefore, it is necessary to strengthen digital skills of civil servants in the institutions that are providing services as well as of citizens to ensure they become "digital citizens" and can fully use all the benefits of digitalization. "Digital citizens" are defined as those who can access, use, and benefit from e-services and other job opportunities that accrue from using ICTs. Serbia, like many other countries, has significant human capacity challenge when it comes to government digitalization. The main challenges and barriers include:

- 1) a shortage of resident IT skills in government entities hindering the design and implementation of eGovernment reforms;
- 2) limited capacity to attracting and retaining qualified IT staff in public sector;
- 3) mistrust and limited understanding of the potential benefits of eGovernment to improve service delivery;
- 4) low levels of ICT literacy and skills of users of electronic and digital services offered.

As such, this activity should be implemented through a problem-solving approach based on the principles of empowerment, communication, integration and collaboration among various stakeholders. OITeG through PIU will provide all necessary data and moderate communication with agencies other than OITeG that are relevant for implementation of the activity.

#### **b. Objective**

In order to strengthen citizens', businesses' and government's capabilities to reap the benefits of digitization, in order to provide support to the Office for IT and e-Governance (in further text: OITeG) and other institutions involved in the process of implementation of the eGovernment agenda and in order to improve access, quality and efficiency of eGovernment in Serbia, the main objectives of this assignment is to promote digital skills in Serbia and to ensure full participation in a digital society necessary for improvement of access, quality and efficiency of eGovernment in Serbia by:

1. Developing IT HR Strategic Framework for building digital skills
2. Developing IT HR Action plan
3. Implementation of the IT HR Action Plan

At the end of the assignment the Consultant firm will produce a Final report.

#### **c. Scope of Work**

##### **Introduction and Purpose of the Digital Skills Strengthening**

In order to seamlessly implement the eGovernment initiatives and enhance absorption of e-services, Consultant firm will be required to conduct comprehensive capacity building activities aimed at both providers of government services, as well as end-users through enhancement of digital skills and knowledge sharing toward all relevant stakeholders.

Consultant firm should undertake the following activities within three sequential project phases, in total duration of four years.

## **Phase I – Developing IT HR Strategic Framework for building digital skills**

Key interventions in enhancing the capacities of the Government of Serbia to deliver eGovernment services include establishing a robust and unified ICT infrastructure, well-defined institutional structures, roles and responsibilities, comprehensive capacity building programmes and other support interventions that will enable the Government to better design and implement eGovernment programmes and projects.

Critical among the interventions required, is building human capacities both among the e-service users and the e-service providers, in order to maximise benefits from eGovernment. A comprehensive human capacity building framework is therefore, required. Development of an IT HR Strategic Framework (hereinafter: Strategic Framework) is a first step toward designing and implementing capacity building activities. It should be developed, based on the eGovernment Strategy (currently being drafted), as well as on the sectoral and institutional plans for advancing eGovernment.

As a first step in designing the Strategic Framework in the form of the Inception report, targeted audience (Government representatives and users of Government services) should be screened, analysed and segmented into stakeholder groups. These stakeholder groups encompass all relevant parties within government bodies, including their decision-making level, as well as end-users of government services – citizens, businesses and government officials. Mentioned stakeholder groups include, but are not limited to the following:

- 1) Political and executive leadership on the Government level (Centre of the Government)
- 2) Functional and Technical leadership within the respective Government bodies
- 3) Middle-management and staff from the functional side of the respective Government bodies (“user community” within the government bodies)
- 4) Middle management and staff from the technical side of the respective Government bodies
- 5) User community of eGovernment outside the departments – citizens, businesses and other residents of Serbia accessing eGovernment services.

Mapping of a comprehensive universe of existing specific skills, competences and knowledge, and those needed to support Government reform should be conducted and aligned with eGovernment services and business requirements.

This is a necessary step for human capacity building for eGovernment. Mentioned skills are not restricted to technical skills, but encompass soft skills, as well. Potential areas for skills development should include (may include, but not limited to) the following:

- 1) Leadership and Strategy Formulation
- 2) Project and Programme Management
- 3) High performing team development
- 4) Information Management
- 5) ICT Management
- 6) ICT Procurement
- 7) Business Process and Service Delivery Management
- 8) End User Skills – basic computer and internet usage skills and specific skills related to the usage and adoption of newly digitalized services.

Therefore, a comprehensive skills gap analysis (training needs analysis) is required.

Customized approach toward digital skill development should be defined for each of the targeted segments. Relevant skills, competences and knowledge should be mapped for each identified stakeholder group, meaning that strategic and leadership skills should be targeted for political, executive and functional Government leadership, while technical skills should predominantly be targeted for the IT and administrative staff in government bodies.

Targeted level of skills should be defined for each stakeholder group, whether basic, intermediate or advanced level is needed. For defined stakeholder groups and selected skills, methodologies and channels for training delivery should additionally be developed.

Additionally, one of the main goals of the Strategic Framework is definition of profile of employees that should be sourced within the public sector, and those which can be outsourced. As a consequence, options for implementation of the Strategic Framework should be developed by the Consultant firm.

Having in mind sectoral differences of targeted Government bodies, scope of envisaged work and duration of the project, to effectively implement this Strategic Framework, it is essential to define and establish capacity building governance structure. This body should be accountable for effective management of a large-scale reform programme as per defined action plan (Phase II).

Consultant firm is expected to undergo a comprehensive study that will result in the Strategic Framework that will:

- Define a change in IT/digital skills needed for implementation of eGovernment's strategic objectives;
- Overview of the existing state of affairs in digital skills, including target groups both on demand and the supply side, scope of needed and level of existing knowledge, competencies and skills;
- General and specific objectives needed to achieve the desired change in digital skills;
- Measures needed for achievement of general and specific objectives of the Strategic Framework, including customised approach to each target group, and horizontal digital skills enhancement measures as well as sustainability measures in for Training of Trainers;
- Key Performance Indicators on the levels of strategic objectives and measures to be taken;
- Institutional framework for the implementation of the Strategic Framework.

Based on the defined Strategic Framework, detailed Action Plan for proper capacity building should be developed within Phase II.

### **Phase II – Developing IT HR Action plan**

Based on the developed Strategic Framework, defining stakeholder groups and customized approach toward digital capacity building for each group, a detailed action plan for implementation of capacity building should be developed by the Consultant firm.

The Action plan should include the following activities (including but not limited to):

- 1) Identification of most appropriate governance structure for capacity building;
- 2) Developing digital literacy assessment tools;
- 3) Establishing assessment centres for different stakeholder groups to assess digital literacy and determine trainings needs;
- 4) Definition of development plans for individual stakeholder groups, and different segments according to the identified gaps (between assessed existing skill levels and targeted skill levels);
- 5) Develop training programmes and curricula;
- 6) Preparing training materials and proper distribution;
- 7) Delivery of training including face-to-face trainings and online courses;
- 8) Identification of critical mass of government representatives for train the trainers programme;
- 9) Collect feedback on the training programmes, propose improvements for Strategic framework and implement them throughout the programme delivery;
- 10) Conduct assessment centre for different stakeholder groups to assess digital literacy after training programmes are delivered;
- 11) Analyse results and effects achieved.

Activities within action plans should be defined with adequate level of details, suggesting timeline, key milestones, interdependencies between the activities and IT HR strategic objectives, needed resources, baseline target values of performance indicators as well as roles and responsibilities for conducting activities.

### **Phase III – Implementation of the IT HR Action Plan**

The implementation phase should begin after the acceptance of the Action plan by the PIU, WB and OITeG. In order to execute the planned activities, there is a need to establish strong governance structure for managing dissemination of capacity building activities throughout the whole Government network. The Consultant firm should prepare and define adequate roles and responsibilities, processes and communication lines, since they are a prerequisite for effective programme implementation.

Proper programme management tools, for tracking projects progress, activities, risks and issues should be defined and used for capacity building implementation. The Consulting firm will be accountable for proper programme management, in line with the timeline and resources defined in the Action plan.

The implementation phase will include execution of activities during the project lifecycle, defined in the Action Plan (may include, but not limited to), as following:

- 1) Establishing governance structure for capacity building;
- 2) Developing digital literacy assessment tools;
- 3) Establishing assessment centres for different stakeholder groups to assess digital literacy and determine trainings needs;
- 4) Definition of development plans for individual stakeholder groups, and different segments according to the identified gaps (between assessed existing skill levels and targeted skill levels);
- 5) Develop training programmes and curricula;
- 6) Preparing training materials and proper distribution throughout the communication channels;
- 7) Trainings delivery including face-to-face trainings and online courses;
- 8) Identification of critical mass of government representatives for train the trainers programme;
- 9) Collect feedback on the training programs, propose improvements for Strategic framework and implement them throughout the program delivery;
- 10) Conduct assessment centre for different stakeholder groups to assess digital literacy after training programmes are delivered;
- 11) Analyse results and effects achieved.

The Consultant firm is therefore invited to present in its' proposal the approach, methodologies, sequence and tools that would be used to implement the Action plan.

Timely feedback collection and performance assessment represents one of the key success factors of the programme execution. Project performance management system should be clearly defined and applied in practice. Continuous reporting regarding project progress, milestone achievements and performance improvement measures should be established.

## **Progress Reporting**

In addition to activities covered under the three phases as described above, the Consultant firm must also submit quarterly progress reports (once every three months) detailing activities completed in the quarter being reported on with respect to activities planned in the Inception Report. Reasons for delay or slippage, if any, must also be covered along with reasons how the same would be addressed during the course of the project, whose total timeframe must remain the same.

On completion of all activities envisaged under the assignment, the consultant firm shall submit a Final Report that should contain a summarized description of activities the Consultant firm carried out over the assignment period and the results achieved during the development and implementation of the Strategic Framework and Action Plan. The Report should also include results from the feedback of training programs and recommendations of further improvements for Strategic Framework.

The Final Report and the quarterly progress reports must be submitted to the PIU within OITeG. The Final Report must be submitted one month prior to the completion of the contract.

## **Summary**

- 1) **Phase I – Developing IT HR Strategic Framework** – Defining overall Strategic Framework and approach toward strengthening capacities of both eGovernment services providers and end-users
- 2) **Phase II – Developing IT HR Action Plan** – Developing detailed 5-year action plan with set of activities for operationalization of the defined strategies, suggesting timeline, key milestones, needed resources and capacities.
- 3) **Phase III – Implementation of IT HR Action Plan** – Execution of defined activities in the action plan during the project lifecycle, in accordance with the set timeline and resources
- 4) **Quarterly Progress Reports and the Final Report**

#### **d. Deliverables, Timeline and Payment schedule**

<b>No.</b>	<b><i>Deliverable</i></b>	<b><i>Deadline</i></b>	<b><i>Payment schedule (in %)</i></b>
1	Inception report	2 months after contract signing	10%
2	Strategic Framework – final version	6 months after contract signing	20%
3	IT HR Action Plan – final version	9 months after contract signing	20%
4	Training implementation plan with corresponding curriculums	13 months after contract signing	10%
5	Final report on Digital Skills training for total of 1.000 service providers and users conducted in year 1 (period of 365 days)	21 months after contract signing	10%
6	IT HR Action Plan – Digital Skills training for additional 4.000 service providers and users conducted in year 2 (in total with point 5 the training should be conducted for 5.000 users)	33 months after contract signing	10%
7	IT HR Action Plan – Digital Skills training for additional 5.000 service providers and users conducted in year 3 (in total with points 5 and 6 the training should be conducted for 10.000 users)	45 months after contract signing	10%
8	Final Report	47 months after contract signing	10%

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

The OITEG is obliged to provide feedback to draft report within 2 weeks from delivery of draft report and/or documents.

All deliverables will be quality reviewed and approved by PIU within OITeG in consultation with the World Bank. The PIU will have dedicated person to support and supervise delivery of the service.

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

Progress reports will be submitted and discussed at least once per quarter on regular meetings. If there is a need, OITeG may ask for more often meetings.

## **e. Qualifications**

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

### **Part I: Requirements:**

- a) The Consulting firm must be a legal entity;
- b) The Consulting firm must prove its capability by listing its experience related to:
  - Experience in eGovernment / digital projects in Public Sector – minimum 3 projects in last 5 years, eGovernment experience in the South East European countries, or in similar socio-political settings will be considered as a distinctive advantage.
  - Experience in creating and implementation of HR procedures and learning management systems for public sector – minimum 2 projects in last 5 years
  - Experience in training needs analysis, HR assessment for the governmental institutions - at least 1 project in last 5 years in the area of the HR assessment/staffing needs analyses for successful implementation of e-Transformation
  - IT HR studies for Governmental and/or Public Institutions – minimum 1 project in last 10 years
  - Engagement on Public Projects financed by International Financial Institutions (IFIs), Donors and/or respective governments in the field of Capacity Building for Public Administration – minimum 2 project in last 5 years
  - Experience in development of on-line software/products - minimum 1 project in last 5 years
  - Delivery of capacity building activities and/or trainings to public sector entities, where the use of on-line training and learning platforms will be considered an asset - minimum 3 projects in capacity building and training delivery within Public Sector in last 5 years
  - Project management and backstopping capacity, that will secure successful execution of services

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

### **Part II: Team requirements**

The Consulting firm must ensure that the key staff, that will perform the listed assignments possess the following qualifications:

#### **Team Leader**

- 1) At least a faculty degree or professional degree in the field of Public Administration or ICT
- 2) Minimum fifteen (15) years of general work experience
- 3) At least 10 years of international professional experience as an eGovernment Consultant firm working in a variety of functional domains and work environments; any eGovernment experience in the South East European countries, or in similar socio-political settings will be considered as distinctive advantage
- 4) At least 8 years of experience in following areas of eGovernment in a leadership role: Strategy Formulation, eGovernment Preparedness/Readiness Studies, Business Process Re-engineering, Whole-of-Government approach, Service Delivery, Digital Economy/Society, eGovernment Evaluation, Institutional Framework, Capacity Building, Change Management
- 5) Demonstrated experience in a leadership role on a minimum of 2 projects in last 8 years for the development of eGovernment capacity building strategies/programs - experience in the South East European countries would be considered as distinctive advantage
- 6) Excellent communication, organization and teamwork skills
- 7) Excellent English written and presentation skills

### **Key expert Senior Trainer**

- 1) Faculty degree or professional degree in the field of Public Administration, Human Resources, Social Sciences, ICT
- 2) Minimum ten (10) years of work experience, including in imparting and transfer of digital skills
- 3) Proven track record in leading the development and/or delivering training programs– minimum 2 projects in last 5 years
- 4) Excellent English and Serbian speaking, written and presentation skills
- 5) Knowledge, experience and exposure to eGovernment, specifically in Serbia or in the region, will be a distinct advantage

### **Key expert Project Coordinator**

- 1) Faculty degree or professional degree in the field of Public Administration, Economics, Organizational Sciences
- 2) Minimum ten (10) years of general work experience
- 3) More than 5 years of experience in managing IFIs/Donor funded projects for public sector clients
- 4) Excellent English and Serbian speaking, written and presentation skills

### **Part III: Technology, Methodology and Work Plan**

- 1) The Consultant firm is to ensure use of online learning platform/tool, own solution or solution provided by the third party
- 2) Cybersecurity Regulations: As a part of government information system online learning platform/tool must meet cyber security requirement and appropriate industry security level.
  1. Online learning platform/tool, must have implemented cyber security protection measures to ensure confidentiality, integrity and availability of online learning platform/tool  
Prove cybersecurity capacity and measures implemented in online learning platform/tool.
- 3) General Data Protection Regulations: Since the contractor will work with citizens and civil servants and eservices will have access to personal data, it must ensure that all personal data are kept confidential and are treated in accordance with the EU GDPR regulation and local law. 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.”
- 4) 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.
- 5) 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: Team leader [points 20] b) Key Expert: Senior Trainer [points 10] c) Key Expert: Project Coordinator [points 5]	35
3	Adequacy and quality of the proposed Technology, Methodology and Work Plan in responding to the Terms of Reference	60
<b>The Key Experts' qualifications shall be evaluated according to the following sub-criteria and their belonging weights:</b>		
a)	General qualifications (general education and experience)	20
b)	Specific relevant experience required	60
c)	Transfer of knowledge and relevant experience in South East European countries	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: 48 months

#### **h. Terms of Payment**

The Contract will be the Standard World Bank Lump Sum Contract. 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.