

# **Modernization of Government Services Project**

**Project ID No. P148537**

## **TERMS OF REFERENCE**

### **for a National Consultant to manage the piloting of Unified Public Service Centers (CUPS Manager)**

#### **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.

Therefore, one of the main objectives of the Public Administration Reform Strategy for 2016-2020<sup>1</sup>, and Government's working program for years 2020-2023 is the modernization of public services.

Moldova has made considerable progress both in terms of public administration reform, exceeding indicators average of countries in Europe and Central Asia and countries with middle and low income, as well as the size of Government modernization that uses information and communication technology (ICT), the Government of creating a world-class ICT infrastructure that allows the development and supply of electronic services to the highest quality standards.

#### **Current situation in the sector**

Even though some progress has been made over the last decade, citizens still view corruption as a significant problem. While business process and e governance reform efforts have somewhat improved business services, such measures have not yet been applied to administrative services.

Businesses and citizens continue to face many constraints in the interaction with the state, one of the most important of which is corruption perceived by 40 percent of companies as a major impediment to business (according to the World Bank, EBRD Business Environment and Enterprise Performance Survey (2013)<sup>2</sup>. Institutional reforms aimed at reducing corruption are also at the forefront of the EU's requirements for Moldova's progress. The most important challenges ahead are strengthening the rule of law, reforms in public administration, including professionalism and anti-corruption efforts and improving competitiveness and the business environment.

Although the Government has launched the reform of public services in 2014-2016 and has committed to digitize and provide online access to all public services by 2020, lack of capacity and expertise to perform re-engineering and process optimization remains a problem that prevents achieving this. Also, there is room for rationalization to over 580 existing public services by withdrawing from use the obsolete services.

To meet these challenges, the Government, in accordance with the Public Administration Reform Strategy for the years 2016-2020 (especially the component "Modernization of Public Services") plans a major transformation exercise (qualitative and quantitative) of administrative public services, provided by central public administration authorities through: a) removing outdated public services or merging several services in one; b) increasing access to local public services through various channels; c) reducing the number of documents required for public services, and the duration of performance; e) ensuring a high level of satisfaction with the quality of government service delivery.

The Government of Moldova has requested the assistance of the World Bank for a PAR operation, planned for 2018 - 2023 (Modernization of Government Services Project – MGSP). Major results of the operation include

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

<sup>2</sup> <https://www.beeps-ebd.com/reports/beeps-v/moldova/>

better quality, accessibility, and increased efficiency of selected governmental administrative services through the following components:

### *1. Administrative Service Modernization*

The key activities under this component focus on re-engineering a group of government to citizen and government to business administrative services, piloting of one-stop-shops for public service delivery in selected locations and explore the possibility of rolling out at national level; increased awareness of citizens on public services and availability of e-services.

### *2. Digital Platforms 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 Unified Public Services Centers (CUPS) pilots. The Component will also address the capabilities of structural units in the government responsible for public services modernization reform management and coordination.

Under MGSP, the Government undertakes a multilayered reform that focuses on key administrative central government public services to reduce time and burden for citizens and businesses and improve service delivery quality, transparency and efficiency by using innovative solutions and ICT. Its key pillars are: i) modernization of the public services so that they are more accessible to any citizen and business; ii) service provision standardization, simplification through business process re-engineering and digitization, with a focus on on-line services; iii) citizen feedback and performance monitoring on service delivery for on-going improvement.

### *4. Project Management*

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

## **CUPS<sup>3</sup> – bringing central government services closer to citizens**

In order to bring government services closer to the citizens, the e-Governance Agency (eGA) has conducted a feasibility study for outsourcing the front-office segment of service provisions (this includes but is not limited to receiving applications for services and delivering the results of the service). As target institutions for outsourcing, **the local public administration (LPA)** has been deemed as the most appropriate from the point of view of legal framework readiness, infrastructure, capabilities and geographical coverage. Due to high number of citizens which are abroad, **Moldovan diplomatic missions and consular offices (MDOC)** have been deemed a feasible complementary option to the local public administration. The CUPS concept includes existing Multifunctional Centers operated by Public Services Agency, however, formally, they will not be included in the piloting.

The National Council for Public Administration Reform has preliminarily approved the public policy proposal on CUPS and has tasked the eGovernance Agency to do an in-depth analysis of the costs involved to pilot the

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<sup>3</sup> CUPS, abbreviated from Unified Service Provision Centers (Romanian term *Centre Unificate de Prestări Servicii*) is a concept of omni-channel strategy of public service provision through one-stop-shops, whereby access to public services will be provided, on one side, online (via the portal of public services [servicii.gov.md](http://servicii.gov.md)) and, on other side, by locally-deployed service centers.

CUPS concept in 20 locations (a mix of LPAs and MDOCs). This analysis is currently being undertaken with the help of a consulting firm and is expected to complete by the time the current assignment will start.

It is expected that the piloting process will take about 12 months. In case the legal, technical and economic feasibility of CUPS will be demonstrated during the piloting period, an additional number of at least 60 CUPS will be rolled out throughout the country and in diplomatic missions.

## **II. Objectives of the assignment**

An individual consultant will be hired by eGA to manage all activities related to CUPS piloting preparation, piloting itself, and assisting in rolling out CUPS at national level. During the assignment, the Consultant will closely interact with the Chief Reengineering Officer, Chief Digital Officer, Legal, Communication and M&E Departments as well as the Consulting Firm, which has prepared the CUPS feasibility study and the piloting assessment report.

## **III. Scope of work**

The CUPS manager will undertake the tasks aimed to support CUPS piloting, including but not limited to the tasks identified below.

### **Pilot preparation activities:**

1. Based on the shortlist of CUPS locations and services to be provided in CUPS, develop and implement the action plan for piloting preparation (for each location);

*Together with the Consulting Firm,*

2. Perform an in-depth analysis of the services selected to be piloted in CUPS and develop the operating procedures for the piloting period (including technical and operational support);
3. Identify training needs, coordinate development of training materials and oversee the trainings on operating procedures for provision of selected services;
4. Based on the findings of the Piloting Assessment Report developed by the Consulting Firm, develop the terms of reference, manage the procurement and contract for (a) refurbishment works to be undertaken at each target location, (b) furniture and equipment (c) other goods as needed for proper piloting;

*Together with eGA Legal Department and the Consulting Firm:*

5. Develop the institutional and legal framework required for CUPS piloting (inter-institutional agreements, regulations and work instructions, Government Decision etc., as needed);

*Together with eGA Inter-component Coordinator*

6. Develop the terms of reference, manage the procurement and contract for training in citizen-centric service delivery for CUPS staff;

*Together with the Chief Reengineering Officer and Chief Digital Officer:*

7. Identify the ICT tools that could facilitate CUPS piloting;

*Together with the eGA Communication and PR Manager and eGA Partnerships Specialist:*

8. Provide key input to the strategic planning and implementation of CUPS-related visual identity, communication & advocacy strategies (CUPS segment), including managing the production and dissemination of CUPS-related communication & PR materials, and partnerships frameworks in the context of CUPS piloting and eventual scaling.

*Together with the Monitoring and Evaluation team:*

9. Identify the list of key performance indicators (KPIs) and targets that will be used to measure CUPS performance (including but not limited to the indicators in the MGSP results framework).

**Provide strategic input** into the concept development, and coordinate the implementation of quantitative and qualitative researches related to the quality, accessibility and responsiveness of services provided via CUPS, levels of uptake, operational activity and productivity etc.

#### **Pilot support activities:**

During the piloting activities, ensure, on a continuous basis:

1. Support to CUPS locations and service providers in providing selected services via CUPS;
2. Implementation of a large-scale communication and marketing plan and media campaign aimed to promote service delivery via CUPS at central (service providers premises, online resources etc.) and local (selected villages and diplomatic missions) levels;
3. Continuously measure the indicators identified under pt. I.8 and adapt the piloting plan as needed to achieve the set targets.

#### **Post-pilot activities:**

1. Develop a CUPS piloting evaluation report, outlining the main findings during piloting, recommendations for improvement of services delivery, comparison between actual indicators and planned targets (for example, in terms of number of beneficiaries, degree of satisfaction, economic feasibility etc.);
2. Develop and implement the roadmap for CUPS institutionalization and roll-out at national level.

### **IV. Outputs**

The main outputs of the CUPS manager include, but are not limited to:

1. Piloting action plan (baseline) updated on a regular base;
2. Operating procedures for selected services for piloting;
3. CUPS training plan, training materials and training report;
4. Terms of reference for CUPS preparation (refurbishment, equipment and furniture etc.);
5. Proposed institutional and legal framework for CUPS piloting;
6. Terms of reference for CUPS branding and communication materials and campaign;
7. List of indicators for CUPS piloting;
8. Monthly reports including performed activities (piloting support, communication and marketing, KPIs, risk and opportunities etc.);
9. Evaluation report at the end of piloting period;
10. Roadmap for CUPS institutionalization and roll-out at national level.

**Note:** Many of the outputs will not be produced by the CUPS manager solely (e.g. operating procedures, trainings, legal framework), but they are included in this section as it is his/her responsibility to contribute to their development and final production and validate as being of appropriate quality.

### **V. Timing**

This is a full-time assignment expected to commence in July 2020 with a three-month trial period. The initial contract will be signed for a period of 12 months and can be extended subject to the Consultant's good performance and the same fee rate.

### **VI. Institutional arrangements**

The Consultant will work under the direct supervision of and report to the Chief Reengineering Officer. The Consultant will undergo an internal evaluation of performance using an individual standard Performance Evaluation Form that will be completed and updated by the Consultant, discussed with and approved by eGA, every 12 months. The first evaluation will cover the trial period. Negative performance evaluation documented in the individual Performance Evaluation Form may lead to contract termination earlier than the period of contract duration specified in the contract.

## **VII. Resources**

The e-Governance Agency will provide working space, office equipment and communication facilities (including access to the Internet), as well as any other necessary means and support for Consultant to carry out this assignment.

## **VIII. Qualification requirements and evaluation criteria**

### **Mandatory requirements**

- Demonstrated experience in project management in public or private sectors (3 years);
- Familiarity with international project management frameworks;
- Excellent communication skills, written and spoken, in Romanian and English;
- Excellent time-, team-, meeting- and conflict- management skills;
- Strong self-organization and planning skills;
- Autonomy and ability to work with minimum supervision.

### **Preferred requirements**

- Experience in public service reform;
- Experience in service provision, especially with regards to service quality management (public or private);
- Experience in supervision of contracts for training activities, procurement of goods and works would be a strong asset;
- Familiarity with Design Thinking and/or other citizen-centric methodologies;
- International certification in project management (PMP, PRINCE2 or equivalent);
- Knowledge of e-Government agenda;
- Experience with development organizations.