



TERMS OF REFERENCE

Expert on Regulatory Impact Assessment of NAPA Training Regulations

Introduction

The Regional School of Public Administration (ReSPA) is an inter-governmental organization that enhances regional cooperation, promotes shared learning, and supports the development of public administration in the Western Balkans. ReSPA Members are Albania, Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia, while Kosovo* is a beneficiary. ReSPA aims to help regional governments develop better public administration, public services, and overall governance systems for their citizens and businesses and prepare them for membership in the European Union.

ReSPA establishes close cooperation with ministers, senior public servants, and unit heads in member countries. ReSPA also works in partnership with the European Union, precisely the Directorate General for Enlargement and Eastern Neighbourhood (DG ENEST), other regional actors such as OECD/SIGMA, as well as agencies and civil society organizations. Since its inception, ReSPA, as an international organization and a key regional endeavour in Public Administration Reform, has contributed to capacity-building and networking activities through on-demand support mechanisms, peering and the production of regional research materials.

The European Commission provides directly managed funds to support ReSPA activities. As of January 2026, ReSPA is implementing the sixth EC Grant Contract, “Enhancing public governance and EU integration in the Western Balkans and Eastern Partnership region: Support to ReSPA for advancing the Public Administration Reform Agenda”. Hence, along with the Western Balkan administrations, ReSPA also engages civil servants from Ukraine, Moldova and Armenia through its activities and direct support instruments.

ReSPA works primarily through regional networks that operate at three levels: Ministerial, Senior Officials, and networks/working groups of Expert(s) and senior practitioners. There are five regional thematic groups: (1) Policy planning, better regulation and coordination of Centre of Government, (2) European integration and accession negotiations; (3) Human Resources Management and Professional Development; (4) Service Delivery (digitalization and quality management) and (5) Public Finance Management.

The National Academy for Public Administration (NAPA) is the central institution responsible for the professional development of public administration employees in the Republic of Serbia. Established pursuant to the Law on the National Academy for Public Administration, NAPA commenced its operations in 2018 and serves as the key institution for planning, coordinating, implementing, monitoring and evaluating professional development activities for civil servants and employees in local self-government units.

* This designation is without prejudice to positions on status and is in line with UNSCR 1244 and ICJ opinion on the Kosovo Declaration of independence.



NAPA's responsibilities include conducting training needs assessments, developing and implementing professional development programmes, maintaining central records of professional development, ensuring quality assurance in training delivery, evaluating training effectiveness, and supporting competency-based human resource management across public administration institutions.

The professional development system for public administration employees is regulated through a legal and institutional framework comprising, inter alia:

- Law on the National Academy for Public Administration;
- Law on Civil Servants;
- Law on Employees in Autonomous Provinces and Local Self-Government Units;
- Secondary legislation and methodological guidance adopted and implemented by NAPA.

Following eight years of implementation of the current regulatory framework, NAPA has identified the need to assess the effectiveness, efficiency, applicability and coherence of selected by-laws governing professional development processes. Practical implementation has revealed several operational, methodological and institutional challenges that require systematic review and evidence-based recommendations for improvement.

In line with the Public Administration Reform Strategy of the Republic of Serbia and the Government's Annual Work Plan, NAPA intends to undertake an ex-post and ex-ante Regulatory Impact Assessment (RIA) of selected by-laws governing professional development of public administration employees and develop recommendations for future regulatory improvements.

Purpose

The purpose of the assignment is to provide independent expert assistance to NAPA in conducting an ex-post and ex-ante Regulatory Impact Assessment of selected by-laws regulating the professional development system for public administration employees in the Republic of Serbia. The assignment shall contribute to evidence-based regulatory improvement, enhanced implementation effectiveness and alignment of professional development regulations with public administration reform priorities and competency-based human resource management principles.

Objectives and Scope of the Assignment

The specific objectives of the assignment are:

- To assess the effectiveness, efficiency, relevance and practical implementation of selected by-laws governing professional development of public administration employees;
- To identify legal, institutional, procedural and operational challenges arising from the implementation of the existing regulatory framework;
- To assess the consistency and coherence of the analysed regulations with relevant legislation including national planning system regulations strategic documents and public administration reform priorities;



- To analyse comparative legal and institutional practices in selected European Union Member States and countries with comparable legal traditions;
- To conduct an ex-ante assessment of proposed regulatory improvements and their expected impacts;
- To develop evidence-based recommendations for improving the analysed regulations and strengthening the professional development framework within public administration.

The assignment shall cover the following regulations:

- Rulebook on the Criteria and Standards for the Evaluation of Professional Development Programmes in Public Administration;
- Rulebook on the Central Register of Professional Development Programmes in Public Administration and the Issuance of Certificates of Participation in Professional Development Programmes;
- Guidelines on the Methodology for Identifying Professional Development Needs in Public Administration Bodies.

The analysis shall include the legal, institutional, administrative, operational and policy dimensions of implementation.

Tasks and Responsibilities

The Expert shall provide technical assistance to the National Academy for Public Administration (NAPA) in conducting an ex-post and ex-ante Regulatory Impact Assessment (RIA) of selected by-laws governing the professional development system for public administration employees in the Republic of Serbia. The Expert shall coordinate with SIGMA appointed staff for this assignment, on the consistency of the approach and implement necessary coordination efforts, as the SIGMA staff already have worked in this area with NAPA.

The assignment aims to assess the effectiveness, efficiency, relevance and coherence of the existing regulatory framework, identify implementation challenges and opportunities for improvement, and provide evidence-based recommendations for future regulatory amendments.

The assignment shall cover the following regulations:

- Rulebook on the Criteria and Standards for the Evaluation of Professional Development Programmes in Public Administration;
- Rulebook on the Central Register of Professional Development Programmes in Public Administration and the Issuance of Certificates of Participation in Professional Development Programmes;
- Guidelines on the Methodology for Identifying Professional Development Needs in Public Administration Bodies.

The Expert shall apply a methodology combining legal and regulatory analysis, desk research, comparative review, stakeholder consultations and validation of findings.

The Expert shall undertake a comprehensive assessment consisting of the following interrelated components:

Legal and Strategic Framework Review



The Expert shall review the legal and strategic framework governing professional development within public administration, including relevant laws, by-laws, strategic documents, action plans and institutional arrangements.

The analysis shall assess:

- Legal consistency and coherence;
- Alignment with higher-level legislation;
- Alignment with public administration reform objectives;
- Alignment with competency-based human resource management principles;
- Institutional responsibilities and implementation arrangements.

Comparative Overview

The Expert shall prepare a comparative overview of selected international practices relevant to professional development systems and regulatory frameworks, based on desk research. The overview shall identify selected regulatory approaches, institutional arrangements and good practices relevant to the Serbian context. The overview shall draw, where relevant, on:

- Selected European Union Member States;
- Selected Western Balkan administrations;
- OECD/SIGMA principles and practices;
- Other relevant institutional models and regulatory solutions.

Deliverable 1: Legal and Strategic Framework Review and Comparative Overview Report

The Report shall include:

- an overview of the legal and strategic framework governing professional development within Serbian public administration;
- assessment of the consistency, coherence and alignment of the selected regulations with the relevant legal framework, higher-level legislation, public administration reform objectives and competency-based human resource management principles;
- overview of institutional responsibilities and implementation arrangements; and
- a comparative overview of selected international regulatory approaches and institutional practices, based on desk research.

Ex-Post Regulatory Impact Assessment

The Expert shall assess the implementation and performance of the analysed regulations during the period of their application.

The assessment shall examine:

- Achievement of intended objectives;
- Effectiveness of implementation mechanisms;
- Administrative burden and efficiency;
- Stakeholder satisfaction;
- Practical implementation challenges;
- Unintended consequences and implementation gaps.

Stakeholder Consultations

The Expert shall conduct interviews and consultations with relevant stakeholders, including representatives of NAPA, the Ministry of Public Administration and Local Self-Government, human resource management practitioners, professional development experts and other relevant public administration institutions.

The consultations shall serve to validate findings, identify implementation challenges and collect evidence for the assessment.



Ex-Ante Regulatory Impact Assessment

Based on the findings of the ex-post assessment, comparative analysis and stakeholder consultations, the Expert shall assess possible regulatory improvement options and their expected impacts.

The assessment shall include:

- Analysis of proposed amendments and regulatory options;
- Expected benefits and costs;
- Administrative and institutional implications;
- Capacity requirements;
- Risks and mitigation measures;
- Expected contribution to public administration reform objectives.

Recommendations and Draft Regulatory Improvements

Based on the evidence collected, the Expert shall develop practical and actionable recommendations aimed at:

- Improving legal clarity and coherence;
- Enhancing implementation effectiveness;
- Strengthening professional development planning processes;
- Improving training evaluation mechanisms;
- Strengthening the functionality and interoperability of central records systems;
- Reinforcing the link between competency frameworks and professional development processes.

These recommendations will be reviewed with appointed SIGMA staff for coordination on this assignment and will reflect the SIGMA comments and suggestions.

Deliverable 2: Draft Regulatory Impact Assessment Report

The Draft Report shall include:

- Findings of the legal and strategic review;
- Findings of the ex-post assessment;
- Comparative analysis;
- Findings of the ex-ante assessment;
- Preliminary conclusions and recommendations.

Validation Workshop

The Expert shall present the findings, conclusions and recommendations to NAPA and relevant stakeholders through a validation workshop. The workshop shall serve to discuss, validate and refine the proposed recommendations and regulatory improvement options.

Deliverable 3: Workshop Presentation and Facilitation

Finalisation of the Regulatory Impact Assessment

Following the validation workshop and comments received from NAPA, the Expert shall revise and finalise the report.

Deliverable 4: Final Regulatory Impact Assessment Report

The Final Report shall contain:

- i. Executive Summary*
- ii. Introduction*
 - a. Background*
 - b. Purpose of the assignment*
 - c. Scope of work*
 - d. Methodology*



- iii. Legal and Strategic Framework Analysis*
- iv. Findings of the Ex-Post Regulatory Impact Assessment*
- v. Comparative Analysis*
- vi. Findings of the Ex-Ante Regulatory Impact Assessment*
- vii. Conclusions*
- viii. Recommendations*
- ix. Annexes*

All deliverables shall be submitted in English and Serbian.

NAPA shall provide access to relevant documentation, facilitate communication with stakeholders and support the organisation of consultations and the validation workshop.

Necessary Qualifications

Qualifications and Skills

- University degree in Law, Public Administration, Public Policy, Governance, Political Sciences or related field;
- Master's degree in a relevant field shall be considered an asset.

General Professional Experience

- Minimum eight (8) years of professional experience and substantial knowledge of the Serbian Civil Service System, experience in Public Administration Reform and experience in the Professional Development and training framework.

Specific Professional Experience

- Minimum five (5) years of experience in regulatory analysis, legal drafting, regulatory impact assessment or related advisory services;
- Minimum five (5) years of experience supporting public administration institutions in regulatory reform, policy development or institutional strengthening;
- Minimum five (5) years of experience in human resource management reform within public administration;
- Minimum three (3) years of experience related to professional development and training systems in public administration institutions.

Additional Requirements

- Excellent analytical and drafting skills;
- Strong facilitation and stakeholder engagement skills;
- Ability to produce clear and concise analytical documents;
- Ability to communicate complex legal and policy concepts effectively;
- Ability to work with stakeholders from different institutional backgrounds.
- Full professional proficiency in Serbian language;



- Excellent command of English language.

The Expert(s) shall not be a civil/public servant in any Western Balkans administration at the time of application.

Timing and Location

The assignment is expected to be implemented from middle of August to November 2026, according to a timetable to be agreed with ReSPA. The level of effort is estimated at 20 expert days and shall be completed no later than **30 November 2026**.

The assignment will include a mix of desk work/home-based preparation and in-person meetings.

Remuneration

The maximum amount of funds allocated for this assignment is 8,000 EUR for a total of up to 20 expert days. However, the daily fee per working day will be defined following ReSPA expert selection procedure based on assessed and evaluated expert capacities. The payment will be made in one instalment upon finalization of the assignment.

Note: No other costs will be covered apart from the expert cost per day. The expert cost per day comprises of expert's fee per day and a lump sum for covering related costs, including travel, accommodation, local transport, meals, and other incidentals.

Reporting and Final Documentation

The Expert(s) shall submit:

Outputs:

- a) Document describing current situation in Serbian administration and other selected countries (**Deliverable 1: Legal and Strategic Framework Review and Comparative Overview Report**).
- b) Draft ex-post and ex-ante analyses containing a proposal for the improvement of the NAPA by-laws and guidelines, including findings from stakeholder interviews and consultations (**Deliverable 2: Draft Regulatory Impact Assessment Report**)
- c) Workshop organized in NAPA, where experts will present findings (**Deliverable 3: Workshop Presentation and Facilitation**).
- d) Final ex-post and ex-ante analysis, incorporating comments received during the validation workshop (**Deliverable 4: Final Regulatory Impact Assessment Report**).

Documents required for payment:

- Invoice (signed original);
- Timesheets (signed original);
- Final report on the assignment

The final report shall be submitted no later than seven (7) calendar days after completion of the assignment and shall be subject to approval by ReSPA and NAPA.