ReSPA
Regional School of Public Administration
BUILDING TOGETHER GOVERNANCE FOR THE FUTURE

Co-funded by the European Union

Terms of Reference
Request for Services

Expert(s) for the Instructional Design and Moodle Development of Two LMS Training Modules for the Academy for Professional Development and Training of Administrative Servants of North Macedonia

Introduction

The Regional School of Public Administration (ReSPA) is an inter-governmental organisation for enhancing regional cooperation, promoting shared learning, and supporting the development of public administration in the Western Balkans and Eastern Partnership countries. ReSPA's purpose is to help governments in the region develop better public administration, public services, and overall governance systems for their citizens and businesses and prepare for membership in the European Union.

ReSPA's mission is to provide support to administrations in creation of transparent, accountable and professional public administration institutions that provide efficient services to benefit citizens and businesses across the region, and to facilitate their preparation for the future EU membership, taking into consideration the role that public administration reform has within fundamentals of the enlargement process.

Acting as a regional knowledge hub, ReSPA facilitates regional cooperation and share of knowledge and practices within the region and between the region and the EU, by providing expertise, policy advice, networking, mobility and capacity building opportunities for civil servants and it maintains regional policy dialogue at the Ministerial level specifically dedicated to public administration reform.

Since its inception, ReSPA, as an international organization and a key regional endeavour in Public Administration Reform (PAR), has contributed to capacity-building and networking activities through on-demand support mechanisms, peering, and the production of regional research materials.

ReSPA establishes close cooperation with Ministers, senior public servants, and heads of units in its Members. ReSPA also works in partnership with the European Union, specifically the Directorate General for Enlargement and Eastern Neighbourhood (DG ENES), other regional actors such as OECD/SIGMA and the Regional Cooperation Council (RCC), as well as agencies and civil society organizations. The European Commission (EC) provides directly managed funds to support ReSPA activities in line with the EU accession process.

Through its On-Demand Support mechanism, ReSPA responds to specific, documented needs

of its Members with targeted expertise, peer review and the transfer of good practice. ReSPA is also implementing an institutional mentorship programme in support of the Ministry of Public Administration (MPA) of North Macedonia in establishing and operationalising the Academy for Professional Development and Training of Administrative Servants (the Academy).

Within this framework, and in response to a formal request submitted by the MPA, ReSPA supports the development of two priority e-learning modules for the MPA Learning Management System (LMS): "General Legal Framework of Public Administration" and "Effective Teams, Teamwork and Decision-Making". The support is organised through three complementary assignments: (1) content development for Module 1; (2) content development for Module 2; and (3) instructional design and Moodle development. This Terms of Reference covers assignment (3): ReSPA plans to engage expert(s) to carry out the instructional design, multimedia production, translation and Moodle development of the two modules, based on the content delivered under assignments (1) and (2).

Description of the assignment

The Law on Professional Development and Training of Administrative Servants (Official Gazette of the Republic of North Macedonia No. 144/25 and 252/25), adopted in July 2025, provides the basis for the establishment of the Academy as a separate body within the Ministry of Public Administration, expected to become operational in 2027. For the first time, a dedicated institution for the professional development of administrative servants is being established, ensuring centralised, planned and quality-assured management of training across the public administration.

The need for the modules arises directly from the Academy's establishment process. The Programme for Mandatory Training of persons employed as civil servants for the first time, adopted under Article 27(4) of the Law, sets out a 120-hour induction programme organised in nine thematic areas, delivered by the Academy through the LMS and/or in the classroom. Module 1 responds to Area I, "Status, rights and obligations of administrative servants in the public administration system"; Module 2 responds to Area IV, "Communication skills and teamwork".

The assignment sits within the learning-system and digital-learning workstream of ReSPA's institutional mentorship programme and is aligned with the Public Administration Reform (PAR) Strategy 2023–2030, in particular its objectives on professionalisation, competency-based human resource development and digital transformation, and with ReSPA's Strategic Orientation 2025–2030.

The MPA operates an LMS based on Moodle 5 (https://lms.mja.gov.mk/). The system supports separate trainings and users per institution, advanced search, role-based administration, role-specific system and institutional reports, and is available in Macedonian, English and Albanian. It is hosted on cloud infrastructure provided by the Ministry of Education (Moodle 5, PHP 8.2, two Ubuntu 22.04 LTS application servers behind a load balancer, PostgreSQL 14 database).

Target groups

The modules are intended for administrative servants across the public administration, as part of the mandatory induction training for newly employed administrative servants and/or the annual continuous professional development cycle for all administrative servants, as confirmed by the MPA in coordination with the Academy.

Scope

The assignment covers both modules. Should an existing course be identified and selected for Module 2 under assignment (2), the expert(s) shall integrate and adapt it to the MPA LMS rather than build it from the beginning, and the working days released shall be used for the quality of both modules, upon agreement with ReSPA.

Instructional design and technical requirements

Each module shall contain learning outcomes, an introduction, user instructions, a chapter-based structure, learning text, graphics and infographics, short video content (3–5 minutes per chapter), H5P interactive activities, interactive scenarios, quizzes, reflective exercises, downloadable resources, a final assessment and a certificate of completion, and shall provide approximately 90–120 minutes of learning. The modules shall ensure:

- full compatibility with Moodle 5 and with the existing learning analytics and reporting functions of the LMS;
- responsive design across desktop and mobile devices, and compliance with WCAG 2.1 Level AA accessibility standards;
- development in English, with full Macedonian and Albanian language versions (including translation of all text, video subtitles or voice-over, interactive activities and assessments) prepared within this assignment;
- H5P interactive learning objects and, where appropriate, SCORM compatibility;
- structured question banks, automated assessments and automatically generated certificates of completion;
- reusable course and instructional templates for future module development;
- a content-update mechanism allowing the Academy to review and update both modules at least once a year;
- maintenance, administrator and trainer documentation.

Tasks and Responsibilities

The selected expert(s) will be responsible for:

- Designing the instructional framework, course template and storyboards of both modules;
- Producing all multimedia and interactive elements and building both modules on the MPA Moodle 5 LMS;
- Preparing the Macedonian and Albanian language versions of both modules;
- Pilot-testing, deploying and documenting the modules, and transferring knowledge to MPA/Academy staff.

The expert(s) shall, indicatively, perform the following tasks:

- Get familiar with the structure, features, technical environment and existing content of the MPA LMS;
- Define the instructional design framework, course template and content templates, and share them with the content experts at the start of assignments (1) and (2);
- Develop storyboards for both modules based on the content delivered by the content experts;
- Produce graphics, infographics and short videos, and develop H5P activities, question banks, assessments and certificates on Moodle 5;
- Prepare the Macedonian and Albanian language versions of both modules (translation of all text, subtitles or voice-over, interactive activities and assessments) and integrate them on the LMS;
- Pilot-test both modules with a test group of administrative servants in cooperation with the MPA and the Academy, assessing usability, accessibility and technical performance, and revise accordingly;
- Deploy the final modules on the LMS in all three language versions and prepare maintenance, administrator and trainer documentation, including guidance for the annual update of content;
- Transfer knowledge to designated MPA/Academy staff and deliver, as the contractor, a presentation of the final modules to administrative servants in Skopje (approx. 30 participants), in coordination with the MPA;
- Provide all source files and documentation for future updates.

The indicative distribution of the 22 expert working days is as follows:

Phase	Tasks	Days	Deliverables
1. Design framework	Review of the LMS environment; instructional design framework; course and content templates; storyboards for both modules	4	Design framework and templates; approved storyboards
2. Moodle development	Multimedia and short videos; H5P activities, question banks, assessments and certificates; build of both modules in English	9	Beta versions of both modules on the LMS
3. Translation and integration	Macedonian and Albanian versions of both modules; integration and testing of the translated content	5	Modules in three language versions
4. Pilot and deployment	Pilot testing; revisions; deployment; documentation; knowledge transfer	3	Pilot testing report; final modules deployed; documentation

Phase	Tasks	Days	Deliverables
5. Dissemination	Presentation of the final modules to administrative servants in Skopje (approx. 30 participants)	1	Dissemination report
Total		**22**	

The abovementioned tasks and responsibilities represent the milestones of the assignment, but the expert(s) may propose slight changes/adaptations and re-arrangements of working days upon agreement with the ReSPA Programme Manager in charge.

The expert(s) shall work in close coordination with the MPA, the Academy and the experts engaged under the two complementary assignments, in particular on the agreed content templates, delivery timeline and hand-over of content to the instructional designer.

Necessary Qualifications

The assignment may be carried out by one expert or a team of experts covering instructional design, multimedia production and Moodle development. Where more than one expert is engaged, the division of tasks and working days shall be agreed with ReSPA before the start of the assignment.

The Expert(s) shall possess the following profile:

Qualifications:

- At least a Bachelor's degree or equivalent in education, computer science, electronic engineering, communication/media or other related fields.

General professional experience:

- At least 7 (seven) years of relevant professional experience in working with or in the public sector and related assignments/positions, as a public servant, consultant, expert, adviser, etc.

Specific professional experience:

- At least 5 (five) years of specific professional experience in the analysis, design and development of e-learning materials, preferably for the public sector;
- Proven experience in Moodle-based course development, including H5P and SCORM, and in multimedia and video production;
- Proven experience in instructional design for adult learning and in applying WCAG accessibility standards.

Skills:

- Strong instructional design and multimedia skills;

- LMS integration (Moodle) and e-learning authoring tools;
- Ability to organise and plan effectively;
- Excellent written and oral communication skills in the English and Macedonian languages; capacity to ensure professional translation into Albanian (knowledge of the Albanian language will be an asset).

Competencies and Core Values:

- Demonstrates professional competence to meet responsibilities and task requirements, and is conscientious and efficient in meeting commitments, observing deadlines and achieving results;
- Results orientation: plans and produces quality results to meet established goals, generates innovative and practical solutions to challenging situations;
- Communication: Excellent communication skills, including the ability to convey complex concepts and recommendations in a clear and persuasive style tailored to match different audiences;
- Teamwork: Ability to interact, establish, and maintain effective working relations with a culturally diverse team;
- Client orientation: Ability to establish and maintain productive partnerships with regional and national partners and stakeholders, and pro-activeness in identifying the needs of beneficiaries and partners, as well as matching them to appropriate solutions;
- Demonstrates integrity and fairness by modelling ReSPA values and ethical standards;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Timing and Location

The assignment foresees a total of 22 expert working days, carried out from the home/office and, where required, in Skopje, in the period November 2026 – February 2027.

Remunerations

The assignment amounts to 11,000 EUR (22 expert working days).

The payment will be made in two instalments:

- 40% upon approval of the design framework, templates and storyboards for both modules by ReSPA in consultation with the MPA;
- 60% upon completion of the assignment and approval from ReSPA.

Note: No other costs will be covered apart from the expert fee.

Outputs

- Instructional design framework, course template and content templates;
- Storyboards for both modules;
- Beta versions of both modules on the MPA Moodle 5 LMS;
- Final validated modules deployed in English, Macedonian and Albanian;
- Pilot testing report;
- Maintenance, administrator and trainer documentation, including guidance for the annual content update;
- Dissemination report on the presentation to administrative servants;
- All source files and documentation for both modules.

All intellectual property and content will remain the property of ReSPA, with an unrestricted, royalty-free right of use, adaptation and further development granted to the MPA and the Academy. The consultant will sign a confidentiality agreement if required.

Reporting and Final Documentation

For the purpose of reporting, the expert(s) will be requested to deliver the following documents:

- Invoice (original and signed);
- Outputs as stated above.