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 to Develop the Content of the LMS Training Module "General Legal Framework of Public Administration" 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. 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 (1): ReSPA plans to engage a national expert familiar with the administrative legislation of North Macedonia to develop the learning content of Module 1.

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", and draws on Area III, "Ethics and integrity".

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.

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.

Module 1 — General Legal Framework of Public Administration

The module is practical rather than purely legal in orientation, organised around the everyday work of administrative servants rather than an article-by-article reading of legislation. Its indicative structure covers: constitutional principles underpinning public administration; organisation of public administration; public administration reform principles; administrative procedure; rights and

obligations of administrative servants; ethics, integrity, transparency and accountability; institutional competences; administrative documentation; public service values; practical legal scenarios and case studies; knowledge checks and a final assessment.

Content requirements

The content shall be developed in English, following the content templates agreed with the instructional designer, and shall be suitable for approximately 90–120 minutes of e-learning. It shall be accurate, up to date with the Law (including its amendments) and its by-laws, written in plain language and built around practical situations from the daily work of administrative servants. The content shall be verified through a legal review by the MPA before publication on the LMS, and shall be structured so that the Academy can review and update it at least once a year.

Tasks and Responsibilities

The selected expert will be responsible for:

- Defining the learning outcomes and chapter structure of Module 1 in agreement with the MPA and the Academy;
- Developing the full learning content of Module 1, ready for instructional design and integration on the LMS;
- Ensuring legal accuracy of the content and incorporating the MPA legal review;
- Supporting the pilot testing and revising the content accordingly.

The expert shall, indicatively, perform the following tasks:

- Review the Law on Professional Development and Training of Administrative Servants, the Law on Administrative Servants, the Law on General Administrative Procedure and other relevant legislation, the Programme for Mandatory Training and existing training materials;
- Hold meetings with MPA and Academy staff to confirm needs, target group and the chapter structure;
- Prepare the module outline with learning outcomes per chapter;
- Develop the learning text for each chapter, practical legal scenarios and case studies, scripts for short videos (3–5 minutes per chapter), content for interactive activities, a question bank, knowledge checks and the final assessment;
- Prepare a written version of the training content for complementary face-to-face delivery;
- Submit the content for legal review by the MPA and incorporate its comments;
- Review the module as built on the LMS by the instructional designer, support the pilot testing and revise the content based on feedback.

The indicative distribution of the 14 expert working days is as follows:

Phase	Tasks	Days	Deliverables
1. Inception	Review of legislation and existing materials; meetings with MPA and Academy; outline and learning outcomes	2	Module 1 outline with learning outcomes
2. Content development	Learning text, scenarios and case studies, video scripts, interactive content, question bank and final assessment; written version	9	Full draft content of Module 1; written version
3. Legal review	MPA legal review and peer review; integration of comments	2	Revised content; summary of comments addressed
4. Pilot and finalisation	Review of the built module; support to pilot testing; final revisions	1	Final validated content of Module 1
Total		**14**	

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 shall be carried out by an expert with a strong command of the administrative legislation of North Macedonia and experience in training administrative servants.

The Expert(s) shall possess the following profile:

Qualifications:

- At least a Bachelor's degree or equivalent in law, public administration 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 administrative law, civil service legislation and/or administrative procedure in North Macedonia;
- Proven experience in designing or delivering training for administrative servants on the legal framework of public administration;

- Experience in developing training content, manuals or e-learning content will be an asset;
- Familiarity with OECD/SIGMA Principles of Public Administration will be an asset.

Skills:

- Ability to write clear, practical and coherent content for non-lawyers;
- Ability to organise and plan effectively;
- Excellent written and oral communication skills in the Macedonian and English languages.

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 14 expert working days, carried out from the home/office and, where required, in Skopje, in the period November 2026 – December 2026.

Remunerations

The assignment amounts to 7,000 EUR (14 expert working days).

The payment will be made in two instalments:

- 40% upon approval of the Module 1 outline and learning outcomes 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

- Module 1 outline with learning outcomes per chapter;
- Full content of Module 1: learning text, scenarios and case studies, video scripts, interactive content, question bank, knowledge checks and final assessment;
- Written version of the training content for face-to-face delivery;
- Revised content following the MPA legal review, with a summary of comments addressed;
- Final validated content of Module 1.

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.