

## **SPECIFIC TERMS OF REFERENCE**

### **REQUEST FOR SERVICES 2019/408281**

#### ***Assessment of the quality, safety and accessibility of current microbiological services in Montenegro***

#### **FWC SIEA 2018 - EuropeAid/138778/DH/SER/multi**

#### **Lot 4: Human Development and safety net**

### **1. BACKGROUND**

Montenegro is a former Yugoslav country that has regained independence in May 2006. It has successfully laid the foundations for a market based economy, strengthened democratic institutions, and gradually built capacity in public administration to cope with political and economic transformation.

Accession to the European Union is a key policy priority and it affects most policy decisions.

In terms of health care development, partners include, the European Union, its agencies and institutions, the World Bank (WB), the World Health Organisation (WHO) and health holds a prominent position in the UN Delivering as One agenda.

The Ministry of Health (MoH) plays a central role in providing stewardship function for the health system and has a centralized approach to health system management.

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

Since 2003 considerable reform efforts in health have been invested in line with 'Health Services Policy in the Republic of Montenegro up to the Year 2020' and "Strategy for Health Care Development in Montenegro" (2003) to strengthen priority areas of health policy, planning and regulation, build further institutional capacity, improve quality, efficiency and access in primary health care, take measurable steps towards ensuring financial sustainability of the health care system, improve governance of the health insurance and health care and develop health information system to support management and clinical care.

In 2010, the Government of Montenegro adopted the Master plan on development of healthcare system for the period 2010 – 2013, which was followed by a similar document in 2015 (Master plan on development of healthcare system of Montenegro for the period 2015-2020). These master plans identified directions and actions of health interventions aimed at hospital optimisation (introduction of the new payment model based on outputs, redesign of the health institutions network reflecting the health needs, public private partnership...) facilitating delivery of socially responsive, equitable, accessible and quality services to all the people of Montenegro.

Nevertheless, public health, and especially public microbiology laboratories as an integral part of the public health system, remained undeveloped with almost every single microbiological laboratory on primary health care level still lacking adequate technical capacities and does not meet the standards needed to provide quality health and non-health related services throughout the country. At the same time, other related standards including safety at work are also lacking.

Therefore, modern microbiology equipment and procedures must be made available to ensure faster specimen turnaround time; more accurate pathogen identification and greater sensitivity; facilitating confident clinical decision-making thus resulting in clear and un-doubtful benefit to the patients with equal standards of diagnose and care throughout the whole country with adequate safety standards of the laboratory staff.

Related to the above said and to the need of further investigation in technical and human capacities on disease control and in order to:

- Address country health security risks
- Align with EU health standards (in line with one of the closing benchmarks of Chapter 28)
- Address the recommendations of the European Centre for Disease Control (ECDC), and implement the country's own Action Plan for improving the system for surveillance and response to infectious diseases,

Part of the funds under IPA 2018 will be focused on assessing technical capacities and the needs for improvement of the public microbiological laboratories network in Montenegro.

In order to plan the costs and to specify the equipment that will be a subject of supply under IPA 2018 programme, a needs assessment of currently available infrastructure, equipment and human capacities has to be done. This needs assessment would produce the analysis of the available space and needed construction works and an exhaustive list of equipment with technical specifications "tailored to the needs and space" of every single public microbiology laboratory in the country. Without such assessment, and having in mind limited capacities of the administration to perform such task, available funds would not be used in the most efficient way, as "one size fits all" model is not applicable in terms of microbiology and microbiological equipment.

### **Related programmes and other donor activities**

When it comes to basic Healthcare, only limited EU projects and/or funds have so far invested in Montenegro, especially in terms of pre-accession assistance. Besides the equipping of the recently established Blood Transfusion Institute, as well as a number of cross-border and TAIEX initiatives, the Health sector has not received significant IPA support, especially regarding infrastructure and access to basic health. This Action is therefore an opportunity for the Ministry of Health to increase EU support to one of the most important aspects of citizens' wellbeing. As such, the proposed Action is based on the 2013 ECDC Technical Assessment Report, as well as the Assessment of National Microbiology Laboratory in the Institute of Public Health performed by WHO in 2016.

As part of the EU assessment negotiating process, alignment with EU acquis and fulfilling recommendations from ECDC set in the technical report, national counterparts led by the Institute for Public Health have already conducted situation analysis. The report delivered data on available human, technical and infrastructural situation of public microbiology laboratories in the country with the exhaustive list of laboratory equipment currently available.

## **2. DESCRIPTION OF THE ASSIGNMENT**

### ➤ Global objective

To provide services that will lead to identification of needed works, equipment and other capacity investments in public health microbiology services that will lead to improvement of accessibility and availability of the most modern diagnostic health services to all Montenegrin citizens.

➤ Specific objective(s)<sup>1</sup>

To secure expertise and consultation services of one microbiology and one civil engineer or architect experts that will conduct the assessment of currently available infrastructure, space, equipment and human capacities of public microbiology laboratories that will serve as a corner stone for further improvement of the laboratories, services and equipment in order to fill gaps in microbiology services identified by ECDC. At the same time, the assessment will be used to effectively plan the costs and to provide technical specifications of the equipment that can be tendered out and that will be a subject of supply under IPA 2018 programme and also all the necessary construction works that will be covered with addressed through a different funding source.

➤ Requested services, including suggested methodology<sup>2</sup>

As a result of IPA II mid-term review and as a consequence of progress in reforms related to EU accession process, Montenegro has been granted with additional EUR 8 million of IPA funds, as a performance award.

Having in mind the evident needs and priorities of the Government, during the programming process these funds were allocated to the health sector and to lesser extent social protection. This decision was brought on the basis of the fact that, despite certain advances in the fields of health, education and social welfare, a part of the population still remains partly socially excluded and unable to effectively access quality public health and adequate social services. Therefore, it was decided to develop Action document “Strengthening quality, safety and access to health care services” under IPA 2018 programme in order to plan detail the purpose of additional funds.

Related to the need to further invest in technical and human capacities on disease control in order to address health security risks, to align with EU health standards (in line with one of the closing benchmarks of Chapter 28), to address the recommendations of the European Centre for Disease Control (ECDC) provided as an Annex to this document, and implement the country’s own Action Plan for improving the system for surveillance and response to infectious diseases, part of the funds under IPA 2018 AD will be focused on strengthening technical capacities of the public microbiological laboratories network in Montenegro.

Therefore, modern microbiology equipment and procedures must be made available to ensure faster specimen turnaround time, more accurate pathogen identification and greater sensitivity, facilitating confident clinical decision-making resulting in clear and un-doubtful benefit to the patients with equal standards of diagnose and care throughout the country.

Performance award funds shall be used on filling the stated gaps and weaknesses, but also as a corner stone for further improvement of the laboratories, services and equipment. For being able to plan the costs and to specify the equipment which will be a subject of supply under IPA 2018 programme, a assessment of currently available infrastructure, equipment and human capacities has to be done based on which an improvement plan shall be made.

The needs assessment would produce the analysis of the available space and needed construction works and technical specifications of equipment “tailored to the needs and space” of every single public microbiology laboratory. It is expected that the assessment in all microbiological laboratories in the country (11 in primary healthcare centres, one in Special

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<sup>1</sup> The global and specific objectives shall clarify that all EU funded actions must promote the cross-cutting objectives of the EC: environment and climate change, rights based approach, persons with disability, indigenous peoples and gender equality.

<sup>2</sup> Contractors should describe how the action will contribute to the all cross cutting issues mentioned above and notably to the gender equality and the empowerment of women. This will include the communication action messages, materials and management structures.

hospital for lung diseases and TB and one in Institute for Public Health) will provide exhaustive list of works and equipment needed

Without such assessment, and having in mind limited capacities of the administration to perform such task, performance award would not be used in the most efficient way, as “one size fits all” model is not applicable in terms of microbiology and microbiological equipment.

The key stakeholders for this dimension of the action will be the Ministry of Health and primary health care centres that have established and functional microbiological laboratories. DG SANTE and ECDC will be asked to comment the various outputs.

### **Geographical area to be covered**

11 municipalities of Montenegro that have operational public microbiology laboratories in primary health care centres with addition of capital Podgorica (microbiology laboratory located in the Institute for Public Health of Montenegro) and Nikšić – Brezovik (microbiology laboratory in special hospital for TB and lung diseases).

### **Specific work**

Work covered in this contract should include the following tasks (the number of working days is indicative only and justified variations are acceptable):

- Orientation and discussions with national stakeholders to appreciate current sector challenges and mid/long-term objectives. Agreement on assessment tools that are systematic and exhaustive (e.g. check lists, questionnaires, etc..) – 2 working days
- Travel, visit and data collection through field assessment of the laboratories (approximately 1/2 working days for every primary health care level laboratory and 2 working days for Special hospital and Institute for Public Health laboratories each) – total 13 working days
- Assessment of current situation and preliminary analysis of data, information and observations made as well as drafting draft reports and technical specifications– 2 working days
- Discussions and revisions of preliminary findings and proposals with the national stakeholders and decision makers – 2 working days
- improvement plan including the list of necessary construction works and needed laboratory equipment with specific technical specifications – 5 working days
- Debriefing meetings and finalisation of reports and other outputs– 2 working days

### ➤ Required outputs

1. Short description of achievements including problems encountered and recommendations;
2. Review and evaluate the current capabilities and service activities of the Montenegrin Public Microbiology services against current national terms of reference as well as national and international reporting requirements;
3. Exhaustive and detailed list of all needed construction works for every single microbiology laboratory where equipment will be changed or added;
4. In close collaboration with national stakeholders draft Situation analysis report and advise on options for equipment (including related renovation and/or construction works) upgrades and purchases Following discussions and approvals, a detailed improvement plan including list of procurement needs with technical specifications (using EU funds templates) of the equipment ready to be tendered out;

5. List of technical specifications and prices of the equipment that is to be procured stratified by the institution/ laboratory;
6. Inception report;
7. Final report.

➤ Language of the Specific Contract

All reports and correspondence shall be done in English.

### 3. EXPERTS PROFILE or EXPERTISE REQUIRED

➤ Profile, category and number of man-days per expert or expertise required

The implementation of the project requires participation of two experts with the following profiles:

Nº	Expert	Category	Number of experts
1	Team leader/ Microbiology expert	Category I	1
1	Civil engineer	Category II	1

Based on the specificities of the country, close collaboration among public health microbiologists, knowledge of the system but also knowledge of the current situation and realistic needs for the equipment enrolment of civil servants of host country and in country experience may be considered as an added value.

Key experts have a crucial role in implementing the contract. These terms of reference contain the required key experts' profiles. The tenderer shall submit CVs for experts 1 and 2 in order to prove that the experts meet the minimum profile as described below. Statements of Exclusivity and Availability for these experts should also be provided.

#### **Key expert 1: Team leader/ Microbiology expert (Category I, 26 working days)**

##### **Qualifications and skills**

- University degree of medical background.
- At least Master's Degree Academic level in microbiology.
- Adult training and facilitation skills.
- Team management skills.
- Communication and presentation skills.
- Report writing skills.
- Computer literacy.
- Proficient knowledge of spoken and written English language.
- Knowledge of Montenegrin language is an asset.

##### **General professional experience**

- At least 12 years professional experience working in the field of microbiology in microbiology laboratories.
- At least 3 years professional experience in management of microbiology laboratory (Head or equivalent position).

##### **Specific professional experience**

- Work experience with WHO, ECDC or another international public health organization related to management of microbiology departments is an asset.

- Expertise on assessing performance of microbiology laboratories is an asset.
- Experience in preparing large scale microbiology equipment supply purchase and distribution.
- In country (Montenegro) experience related to management of Microbiology processes is an asset.

**Key expert 2: Civil engineer (Category II, 11 working days)**

**Qualifications and skills**

- At least Master's Degree Academic level in architecture or civil engineering, or equivalent professional experience of not less than 15 years.
- Report-writing skills.
- Computer literacy.
- Proficient knowledge of spoken and written English language.
- Knowledge of Montenegrin language is an asset.

**General professional experience**

- At least 6 years of professional experience in the sector(s) related to this Lot (*Lot 4 – Human Development and safety net*)
- Experience in designing and implementing/supervising construction work in healthcare institutions (minimum 3 engagements)
- In country (Montenegro) experience related to this Lot (*Lot 4 – Human Development and safety net*) is an asset

**Specific professional experience**

- Experience in construction work assessment needs and construction tendering procedures (5 years minimum)

➤ Management team member presence required or not for briefing and/or debriefing

The presence of management team members is not required.

**4. LOCATION AND DURATION**

➤ Starting period and duration

The planned start date is October 2019. The period of implementation of the contract will be 3,5 months.

➤ Planning, including the period for notification for placement of the staff as per Article 16.4 a) of the General Conditions

Planning will be conducted during the first 2 working days of the key expert presence in Montenegro, in close collaboration with the relevant authorities.

➤ Location(s) of assignment: in case of more than 1 location of assignment, identify the main location and for each location the working days per expert needed

The normal place of posting for the specific assignment, and operational base for the project is Podgorica while other locations will require visits in order to complete the assignment. These will include the following towns:

- Nikšić
- Nikšić – Brezovik
- Bijelo Polje

- Cetinje
- Berane
- Pljevlja
- Budva
- Bar
- Tivat
- Rožaje
- Ulcinj
- Kotor

The exact number of days at each location and order of the visits will be determined in close collaboration with local authorities during the inception period.

## 5. REPORTING

### ➤ Content

All the reports must be clear and concise, containing only relevant information and submitted in due time. The Contractor shall provide the following reports:

- Inception report - Situation analysis report
- Draft final report
- Final report

Note that these reports are additional to any other outputs mentioned above.

### ➤ Language

The reports must be written in English.

### ➤ Submission/comments timing

<b>Name of report</b>	<b>Content</b>	<b>Time of submission</b>
Inception report - Situation analysis report	Analysis of existing situation and work plan for the project	No later than 1 month after the start of implementation
Draft final report	Short description of achievements including problems encountered and recommendations.	No later than 1 month before the end of the implementation period.
Final report	Short description of achievements including problems encountered and recommendations; all outputs mentioned above should be integral annexes to this report.	Within 2 weeks of receiving comments on the draft final report from the project manager appointed by the Contracting Authority.

### ➤ Number of report(s) copies

Three copies of the reports referred to above (including the proposed contents) must be submitted to the project manager appointed by the Contracting Authority. The project manager appointed by the Contracting Authority is responsible for approving the reports.

## 6. INCIDENTAL EXPENDITURE

➤ Other exhaustively identified reimbursable costs, with their details

Incidental expenditure covers the ancillary and exceptional eligible expenditure incurred under the Specific Contract. It cannot be used for costs which should be covered by the Framework Contractor as part of its Global fee rates.

Incidental expenditure is reimbursed at actual costs, backed up by original supporting documents.

The provision for incidental expenditure for this contract is EUR 9,500.00. This amount must be included unchanged in the Budget breakdown.

Incidental expenditure will cover:

- Per diems;
- Local travel costs
- International travel costs
- Services such as:
  - o translation;
  - o interpretation;
  - o printing.

➤ Details regarding the tax-exoneration agreement and the administrative formalities for the FWC Contractor to obtain such exoneration.

Pursuant to Article 28 of the Framework agreement between the Government of Montenegro and the Commission of the European Communities on the rules for cooperation concerning EU financial assistance to Montenegro in the framework of implementation of the assistance under IPA II, community financed contracts for services shall not be subject in Montenegro to VAT, documentary stamp or registration duties or fiscal charges having equivalent effect. The Consultant is exempt of custom duties, import taxes, fees and VAT or any other similar taxes levied on goods entering Montenegro for the contract financed by EU. The Consultant's expatriate staff, from the Member States of the EU or other countries eligible under IPA, executing Community financed contracts shall be exempted from profit and/or income taxes, customs duties, income duties, taxes and other fiscal charges having equivalent effect.

## 7. MONITORING AND EVALUATION

Considering the nature of the intervention, the success will be assessed in function of the quality of the final output and its ease of use. As such, no other indicators will be proposed for monitoring and evaluation purposes.

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