1. Background

Municipalities in Kosovo have an important role in the organisation of the public sector. Apart from the obligation to provide a range of services, municipalities serve as the first point of contact between citizens and the state and they provide an opportunity for citizens to participate in public sector consultation and decision making processes.

Compared to some of the other countries in the region, municipalities in Kosovo are doing relatively well in terms of good governance and service delivery. Nevertheless, the need for further improvements still remains, considering that: the legal framework is only partly implemented and to some extent not fully aligned; civil servants are insufficiently encouraged to develop their capacities; and personal relations still prevail over equitable access for all citizens to public services. Clientelism is an often-heard complaint as it compromises equitable provision of public services, transparent use of resources and meritocratic municipal management. At the same time, citizens – especially the most vulnerable and marginalized groups - often have the feeling that they are not listened to and that their suggestions and requests are often ignored. Politicians, elected to represent citizens in the day-to-day managing of public affairs have insufficient contact with their constituencies. Finally, municipalities are too often criticised for or associated with corrupt practices and the related lack of transparency and accountability.

On the other hand, a lot of support has been provided by development partners during the past two decades in institution building and governance in Kosovo. In most of the cases, the support was centred around provision of technical expertise, often substituting the work of civil servants. Yet, after 20 years of support, clientelism and corruption is still prevalent. This may suggest that the approach used so far did not manage to fundamentally change underlying patterns of behaviour, practices and attitudes on the ground.

The overall goal of Decentralisation and Municipal Support project, phase II (DEMOS II), is to support Kosovo in its transition process towards a democratic, decentralised state in which municipalities exercise socially inclusive and gender responsive governance and provide effective and efficient services responding to citizens’ priorities and needs. The main components of the DEMOS project are:

- Municipalities exercise improved democratic governance for the benefit of the people through decision-making processes, which are transparent, participative and inclusive of marginalised groups and through sound human and financial management
practices.
• The policy framework is more conducive for decentralised local governance and better implemented.

The Theory of Change of DEMOS II suggests that one of the main causes of poor governance are perverse incentives which steer the behaviour of institutions towards the benefit of specific groups rather than the common public good.

For this reason, DEMOS II focuses on incentivizing good governance practices through a Municipal Performance Grant (MPG), which rewards good performance by municipalities assessed according to key governance and service delivery indicators. Accompanied with technical assistance, the grant is expected to stimulate positive behavioural changes of municipalities for improved democratic governance and service delivery. Thus, the project currently offers three types of incentives to municipalities:

1. Through the MPG:
   a) Financial incentive
   b) Good image, by promoting the good performers, which is liked and utilised especially by political representatives, and
2. Technical assistance, namely trainings to municipal officials, which is not so attractive due to general training fatigue in Kosovo.

The MPG is developed together with the Ministry of Local Government Administration (MLGA) in Kosovo. It is currently financed by MLGA and - through the DEMOS project - by three donors (SDC, Sweden and Norway). It assesses municipal performance annually and has an annual budget of 4.9 euro currently. Municipalities which fulfil a number of minimum conditions qualify for a grant. The grant awards amounts are calculated based on their relative performance as well as other factors determining similar financial transfers from the central government. The results so far are encouraging¹, and this is the reason why donors are increasingly showing interest and co-financing the grant.

However, since the project operates in a complex environment where informal relations prevail over formal relations and good governance practices, the project is interested to learn how to counteract perverse incentives and instead promote new positive incentives that enhance municipal performance and possibly design interventions accordingly.

2. Objective(s) of the consultancy

The principal task of this consultancy is to map out both positive and negative incentives/drivers of behaviour as well as to design appropriate interventions to change or positively influence behaviours of individuals (public officials, civil servants, citizens) and/or organizations at the local level (municipal executives, municipal legislatives, municipal departments).

3. Qualifications and skills

   • A master’s degree in political sciences, economics, behavioural sciences, or a closely related field is mandatory
   • Fluency in English
   • Good command of Microsoft office

4. Professional experience

   • At least 10 years of demonstrated substantial work experience in behavioural science;
   • At least 5 years of experience in governance related qualitative research;
   • Experience working in informal contexts;
   • Demonstrated experience in researching social norms and designing & implementing

¹ Overall average performance of municipalities in the Municipal Performance Grant increased to 59% in 2018 compared to 43% in 2016.
interventions related to these social norms

- Demonstrated experience in provision of technical advice

5. **Main Tasks and Activities of the consultant**

The main task of the consultant is to map out and design interventions to strengthen incentives/drivers of behaviour of the following:

- Public officials
  - Directly elected municipal mayors
  - Municipal directors (politically appointed by mayors)
  - Directly elected municipal assembly representatives, and

- Civil servants

- Citizens

- Organisations

Incentives/drivers of behaviour include social norms, individual motivations, organisational motivations, etc. The study should map out the most important drivers (other than the ones we already offer) and design appropriate actions to respectively promote or prevent them.

The consultancy assignment could be implemented in four steps:

- **Step 0:** Participate in the selection of local experts. And draft a methodology for the implementation of the programme.
- **Step 1:** desk (theoretical) research – literature review and mapping of all possible drivers of behaviour;
- **Step 2:** field research - map out drivers of behaviour in the specific Kosovo context and prioritise the ones that matter most;
- **Step 3:** design and implement interventions recommended by the study. For this step, the consultant should prepare a clear plan of action with timelines, budget and a monitoring/evaluation plan.

The international consultant is expected to lead a consultant team in designing and implementing the programme, in close coordination with DEMOS team. As such, the consultant is expected to propose a methodology for the implementation of the programme starting from desk research to evaluation of interventions.

The result(s) of the assignment shall be approved by DEMOS project staff.

6. **Deliverables**

The consultant is expected to deliver the following documents:

- Methodology for the implementation of the programme
- Desk research report
- Field research report with prioritised drivers
- Plan of action for implementing/testing the prioritised drivers
- Monitoring/evaluation report
- The final report with recommendations

7. **Time Frame of the assignment**

The programme is to be implemented during May – December 2020 and will have the following total number of working days, according to the schedule below:

8. **Program Schedule**

<table>
<thead>
<tr>
<th>Tentative Date</th>
<th>Activity</th>
<th>Number of days for International consultant (indicative per activity)</th>
</tr>
</thead>
<tbody>
<tr>
<td>June 2020</td>
<td>Background work, methodology and desk</td>
<td>5</td>
</tr>
</tbody>
</table>
9. Logistics and working methodology

All logistical issues in Kosovo will be taken care of by the consultant with the support of the project staff of HELVETAS Swiss Intercooperation – Kosovo.

The consultant will lead the programme. He/she will cooperate closely with the DEMOS team members responsible for the programme as well as with the other international consultant who may be engaged to provide expertise in quantitative research. The consultant will also cooperate closely and coach a local consultant throughout the process.

10. Reporting / Debriefing

The SDC/DEMOS project will monitor and approve the work of the consultant.

The delivered report and the development of the analysis will be considered final after the consultant has addressed/included all comments and inputs from DEMOS II team.

DEMOS staff will arrange briefing/debriefing sessions with project donors during each mission in Kosovo.

11. Examples of previous work

The consultant should submit, together with his/her CV, some examples of similar assignments.

12. List of documents to read

- DEMOS II ProDoc
- DEMOS II Annual reports
- MPG Rules
- DEMOS II report on the assessment of assumptions
- DEMOS II Case study on systems thinking
- DEMOS II Training Analysis (not drafted yet, to be shared once ready)

Application: Please send your application (CV and examples of similar assignment) as well as a financial offer to Ertan.munoglu@helvetas.org not later than 5 June 2020.