

MONTENEGRO
Ministry of Transport

Terms of Reference
for

Management support project supervision and quality assurance of the National Single Window (NSW) implementation in Montenegro (PMSQA Contract).

(Ref no: MNE-WBTTFP-94710-CS-QCBS-25-1.2)

International Consulting Firm

1. Background / General description

The Loan Agreement for Montenegro's Western Balkans *Trade and Transport Facilitation Project (TTFP)* Phase 2 was signed on 13th of February 2023. and will close on 30th of April 2028. The Project objective is to reduce trade costs and increase transport efficiency in Montenegro by streamlining the processing of international trade and transport documentation for both traders and the administrations. The key benefit will be more efficient processing of international trade and transport documentation. Such efficiencies will enhance the transparency of transactions and reduce duplications and overlaps. The envisaged significant cost savings are expected to result in lower transport costs, reductions in GHG emissions associated with the decrease in truck idling time, reduced administrative costs associated with trade and finally in increased competitiveness on regional and global markets.

The Project consists of the following components:

Component 1: Facilitating movement of goods across the Western Balkans: The component will focus on (i) the design and implementation of a National Single Window (NSW) solution for trade and the associated reform and modernization of Customs and other border management agencies requirements; and (ii) Preparation of the technical designs for the building and equipment for the new customs inspection facility at the Port of Bar.

Component 2: Enhancing transport efficiency and predictability

Component 3: This component will support the implementation of commitments to improve market access in services and foster regional investments.

Component 4: Support to project implementation units (PIU)

2. Institutional arrangements

At the national level, Project Implementation Unit (PIU), within the Ministry of Transport (MoT) holds primary responsibility for Project execution ensuring that the Project development objectives are met. To coordinate activities between the relevant institutions and stakeholders, address the key issues and support decision making, the Government of Montenegro has designated the National Trade Facilitation Council (NTFC) as the Steering Committee for the National Single Window (NSW). Furthermore, the NTFC has formed a dedicated working group responsible for supporting activities related to Sub-Component 1.1 (Design and Implementation of the NSW). This working group will include representatives from the Ministry of Finance, Customs, and other border management agencies involved in cross-border commercial operations (herein referred to as “the Beneficiaries”). The Government of Montenegro has developed a blueprint for implementation of the NSW covering various aspects of the project, such as governance, operations, legal, technical, risk management and change management.

3. Purpose

The purpose of these Terms of Reference is to define the scope of work and tasks of the Consultant firm that is to be selected to support the Project Implementation Unit (PIU) in Montenegro in its role to oversee the introduction of a National Single Window (NSW), including Technical Assistance and Supervision for the development and implementation of its NSW. In performing tasks, the selected Consulting firm will be supported and will closely collaborate with the PIU's in-house experts, legal expert, as well as with the NSW Steering Committee, and the above-mentioned working group to ensure the project aligns with national, EU and international standards.

The consulting firm, herein referred to as "the Consultant," will manage the design, development, and implementation of the NSW solution. This initiative is part of broader efforts to reform and modernize the Customs administration and other border management agencies functions in Montenegro, funded through a designated loan. The implementation of the NSW is expected to enhance transparency, reduce trade transaction costs, improve inter-agency coordination, and expedite the clearance of goods. Recognizing the importance of the NSW, the Government of Montenegro has integrated it into the national strategy for EU accession and compliance with international commitments, including the World Trade Organization's Trade Facilitation Agreement and EU norms.

Project Phases and Consultant's Role

1. Initial Development Phase:

- **Project Management:** The Consultant will lead the review and update of the existing Blueprint for the NSW, ensuring alignment with strategic project goals. This involves detailed planning of project scope, schedule, resource allocation (including budget estimation and cost management), and risk management.
- **Supervision:** Actively support the development of technical specifications for tender documents, ensuring clarity, comprehensiveness, and alignment with project objectives and national legal obligations if any. The Consultant will also advise the Evaluation Committee on the technical aspects of the future NSW systems.
- **Quality Assurance:** Establish quality control procedures and benchmarks for all deliverables, ensuring compliance with project standards in tender submissions..

2. Implementation Supervision Phase:

- **Project Management:** Directly coordinate and control the contractor's adherence to project timelines, budgets, and specifications, managing all aspects of project execution.
- **Supervision:** Monitor day-to-day project activities, provide strategic recommendations, and assist the PIU in resolving technical and operational challenges.
- **Quality Assurance:** Lead ongoing evaluations against established quality standards, conduct regular audits, resolve quality issues, and supervise the certification process for payments to uphold the integrity and standards of the NSW implementation.

The responsibility for the day-to-day activities and for working with the Consultant's Project team will lay with the Project Implementation Unit-PIU within the MoT. The PIU will also directly collaborate with the consultant to ensure seamless project execution and alignment with project goals. PIU may engage a legal consultant to support the development of a comprehensive legal and regulatory framework necessary for the effective implementation and operation of the NSW. Additionally, a trade facilitation consultant at the PIU is tasked with enhancing the operational and strategic aspects of the

NSW project development, focusing on optimizing trade processes and ensuring the project meets its functional requirements.

4. Objectives of the Assignment

The MoT (the Client) seeks to engage the services of an experienced Consultant to collaborate closely with the PIU and Beneficiaries to ensure the successful planning, execution, and quality assurance of the NSW project through comprehensive project management, supervision, and quality control. The objectives include, but are not limited to:

- (i) **Effective Project Management:** Ensure the NSW project progresses according to planned timelines, budget, and scope, with structured oversight and proactive resource management ensuring that all technical, legal, and procedural aspects of the NSW project meet EU and international standards
- (ii) **Rigorous Supervision:** Oversee the work of contractors and vendors, ensuring that all activities are conducted according to project specifications and that deliverables meet stakeholder expectations.
- (iii) **Comprehensive Quality Assurance:** Maintain high-quality standards across all project phases by establishing and enforcing rigorous quality control processes and quality control framework, certifying that all deliverables comply with predefined criteria, including risk management and testing protocols
- (iv) **Stakeholder Engagement:** Facilitate transparent communication with the PIU, Beneficiaries, and other stakeholders, ensuring regular updates and collaborative problem-solving to align project goals with stakeholder expectations.
- (v) **Sustainability and Knowledge Transfer:** Equip the PIU and Beneficiaries with the skills needed to sustain and manage the NSW independently after project completion.
- (vi) **Procurement Support:** Assisting with the preparation of Terms of Reference (ToR), Functional & Technical Specifications and Requests for Proposals (RFPs), and bid evaluations;

5. Scope of Work

To achieve these objectives, the Consultant will carry out the following tasks within project management, supervision, and quality assurance, including:

Project Management

- **Update the NSW Project Blueprint:** Ensure alignment with the project's strategic objectives, creating a guiding document that reflects the goals and overall framework for NSW implementation.
- **NSW Project Life-Cycle Management:** Provide comprehensive support to the PIU, Customs, and Beneficiaries across all phases of the NSW project, from initial planning through to closure. This includes: (i) Overseeing testing and certification processes, (ii) Implementing legal adjustments and harmonizing data models in line with national and international standards, (iii) Managing security, procedural reforms, and monitoring activities to maintain alignment with strategic objectives.
- **Interoperability:** To ensure seamless interoperability, the Consultant shall support the harmonization of data models in line with the WCO Data Model and the EU Customs Data Model (EUCDM). The NSW will integrate a unified data framework across all participating agencies, ensuring cross-border data exchange. The Consultant will facilitate technical workshops to refine the harmonized data model and align it with global best practices.
- **Create and Maintain Detailed Project Plans:** Develop project plans that clearly define scope, timelines, schedules, and resource allocation, ensuring that all tasks and responsibilities are well-defined and communicated.
- **Project Management Support:** Assist the PIU and Beneficiaries in contract management. Ensure suppliers meet contract terms, facilitate the management of scope changes, and

support the finalization of change requests, ensuring all modifications align with project goals.

- **Implement a Structured Project Management Methodology:** Apply a consistent methodology that emphasizes disciplined execution, ensuring each phase is managed effectively and aligns with project best practices.
- **Procurement Support:** The consultant will provide advisory and support services to the PIU, collaborating on the market assessment, assisting in the development of rating criteria, and offering guidance through the procurement process. This includes assisting the PIU and TSU in drafting and finalizing all necessary procurement documentation, such as Terms of Reference, Requests for Proposals, and bidding documents. The consultant will also support the PIU and TSU to facilitate tender processes, including clarification meetings, and evaluation activities, to ensure the selection of qualified suppliers.
- **Risk and Issue Management:** The Consultant will establish a structured Risk Management Framework, incorporating a risk-based approach for monitoring NSW implementation. This framework will align with international best practices and support predictive risk assessment models for regulatory agencies. The Consultant will incorporate risk tracking tools, contingency plans, and an escalation mechanism for unresolved project challenges

Supervision

- **Tender Document Preparation and Finalization:** Actively support the PIU and TSU in preparing and finalizing tender documents, including Terms of Reference (TORs) and Requests for Proposals (RFPs). Provide assistance to the Evaluation Committee in procurement processes and evaluations to ensure successful vendor selection.
- **Technical Consultancy Inputs:** Offer targeted guidance on ICT infrastructure installation, change management, and legal and regulatory requirements, helping to strengthen documentation and align it with NSW standards.
- **Daily Contractor Oversight:** Oversee contractor activities, promptly resolving technical and procedural issues to maintain project momentum and adherence to specifications. In case of conflict, final decision will be made by the Project Manager and Trade Facilitation Specialist.
- **Installation and Deployment Support:** Supervise the installation of infrastructure and software, including tasks such as configuration, data migration, integration, and pilot implementation. Coordinate acceptance testing and oversee contractor-led training sessions to ensure comprehensive setup.
- **Monitoring and Timeline Adherence:** Support the PIU to ensure that contractors meet all timelines and specifications, maintaining alignment with project goals and minimizing potential delays.
- **Contract Management and Oversight:** Engage in ongoing contract oversight to verify that suppliers meet agreed-upon standards and quality benchmarks, ensuring that all deliverables align with project requirements.

Quality Assurance

- **Establish Quality Control Standards:** Develop and implement quality control benchmarks and standards to evaluate all project deliverables against clear, predefined criteria.
- **Quality Assurance Procedures:** Conduct independent testing and verification of deliverables. Oversee system testing and perform final quality checks to recommend payment approval, ensuring each stage meets contractual standards.
- **Regular Audits and Testing:** Perform regular audits and thorough testing to ensure that project outputs comply with quality expectations and to address any deviations.
- **Quality in Installation and Development:** Closely monitor quality aspects of software development, infrastructure installation, and system enhancements to maintain high standards throughout the project lifecycle.
- **Payment Certification Process:** Oversee the certification process to confirm that deliverables meet contractual quality standards before payment approval.
- **NSW Vendor Compliance:** Independently test deliverables and advise the PIU/MoT on payment based on contract compliance with the NSW vendor, ensuring accountability.
- **Final Quality Assessments and Documentation Review:** Conduct comprehensive quality assessments and documentation reviews at project completion, ensuring the project is ready for rollout.
- **Post-Implementation Review:** Oversee final rollout and conduct quality assessments, complete documentation for project closure, and perform a post-implementation evaluation to capture lessons learned.

Stakeholder Engagement and Knowledge Transfer

- **Establish Communication Channels:** Develop consistent communication channels to keep stakeholders engaged through regular updates, feedback sessions, and workshops that foster collaboration.
- **Engagement in Legal and Regulatory Frameworks:** Monitor and report on project progress, regulatory changes, and harmonized procedures. Organize workshops and provide guidance on NSW regulations to ensure stakeholders remain informed and actively engaged.
- **Engagement in Legal and Regulatory Frameworks:** Provide updates on project progress, regulatory changes, and harmonized procedures. Conduct workshops and offer guidance on NSW regulations to maintain informed and involved stakeholders.
- **Training and Capacity Building:** Design and implement a capacity building program, change management plan and stakeholder communication strategy to build the capacity of PIU and Beneficiaries staff, equipping them to independently manage the NSW after project completion.
- **Knowledge Transfer and Ongoing Support:** Provide training on ICT infrastructure, procedural changes, and capacity-building for PIU staff. Ensure that knowledge transfer processes are in place for sustained project support and long-term success.
- **Organize awareness campaigns and training sessions to educate NSW end-users.**
- **Establish an NSW Helpdesk for real-time issue resolution during implementation.**

The Consultant will follow national and international accepted standards and good practices for overall project management within the phases of the NSW project and ensure his delivery meets timelines, budget and quality requirements and expected outcomes for the NSW project. Full project life-cycle assistance would include continuous monitoring of NSW project activities with a view to flagging of issues, assistance in project risk mitigation and to support the PIU in dealing with uncertainties in coming in the way of NSW project completion.

6. Activities

The Consultant shall assist the PIU, Customs and Beneficiaries in the supervision of the suppliers involved to build, supply and install the NSW solution and infrastructure and in such manner as to ensure that the final products are compatible and interface/integrate with the Beneficiaries' systems.

The Consultant's assistance to the PIU, Customs and Beneficiaries is divided in two stages and will include but not be limited to the following activities:

Management support (including design and procurement support);

a. Throughout the Contract (*duration: 24 months*):

1. NSW Solution Design Support

- Assist in the creation and refinement of an integrated NSW solution covering hardware, software, and services. Ensure design aligns with the updated NSW Blueprint and incorporates input from the Client and relevant stakeholders.

2. Procurement and Documentation Support

- Collaborate with PIU and TSU in drafting, reviewing, and finalizing Terms of Reference (TORs), Requests for Proposals (RFPs), bidding documents, and technical specifications tailored to each supply and support contract.
- Provide support to PIU and TSU during the bid evaluation process to ensure an effective and transparent selection of qualified suppliers.

3. Technology and Systems Procurement Advisory

- Advise on the selection, procurement, and installation of critical components such as hardware, software, databases, and networks, and provide insights into best practices for software development and ongoing operational management.
- Ensure interoperability between the NSW, Customs, and trade-related IT systems by implementing secure data exchange mechanisms, authentication protocols, and conducting regular security assessments to enhance system resilience and protect sensitive trade data.

4. Project Management Methodology Guidance

- Define and customize a structured project management methodology for the Client, promoting consistency, accountability, and discipline in project execution.

5. NSW Project Implementation and Contract Management

- Support the Client in managing NSW project implementation activities, overseeing the execution of contract terms, and handling adjustments as needed to meet project goals.
- Develop a comprehensive change management strategy, including capacity building and communication plans, to facilitate smooth transitions for all Beneficiaries involved.

6. Project Planning and Resource Allocation

- Collaborate with the Client to create work plans with clearly defined approaches, timelines, milestones, and resource allocations, aligning these with the overall Project Implementation Plan and any related initiatives.

7. Technical Resource Assessment and Optimization

- Assess the Client's existing technical resources, identifying gaps and necessary additions to support implementation and long-term sustainability of the NSW solution.

8. System Integration and Emerging Technology Advisory

- Provide guidance on integrating multiple systems within the NSW framework, focusing on effective and seamless interoperability.
- Advise on emerging technologies and optimal methods for integration, ensuring the NSW remains robust, scalable, and aligned with the latest industry standards and innovations.

9. Business Process Reengineering (BPR) and Data Harmonization The Consultant will:

- Conduct a review and redesign of existing processes.
- Develop standardized operational procedures and manuals for NSW users.
- Ensure harmonization of data models with international trade standards.

Supervision support

Development Phase (*duration: 12 months*):

Project Status and Meetings

- Organize and lead structured meetings to review project milestones, address any obstacles, and align on upcoming actions.
- Track milestones and timelines, ensuring alignment with project objectives and addressing deviations proactively.
- Keep a comprehensive record of meeting outcomes and assigned tasks to promote accountability and continuity.

Capacity Building and Communication

- Design a targeted plan to build skills and knowledge among beneficiaries, with clearly defined training goals, timelines, and success metrics.
- Regularly assess training progress and adjust based on feedback to meet the evolving needs of the NSW project.
- Coordinate with related initiatives to ensure synergy and prevent conflicts, fostering a collaborative environment.

Reporting and Documentation

- Prepare regular status reports, document progress, budget utilization, risks, and achievements to maintain transparency and provide insights for decision-making.
- Manage issue escalation and change control, implement protocols for escalating issues and tracking scope adjustments, ensuring that all changes align with project goals and are well-documented.
- Maintain Project documentation and ensure all relevant documents are current and organized, providing an accessible record of project progress.

Testing and Compliance

- Establish clear procedures for testing and validating system functionality, security, and compliance.
- Ensure secure and organized storage of project artifacts, such as software code and documentation, with additional compliance measures if regulated by a government ICT agency.
- Conduct regular compliance checks to verify that project deliverables meet the required functional, technical, and regulatory standards.

Quality Assurance

- Evaluate the quality and quantity of work against contract specifications on a monthly basis, ensuring accountability.
- Actively monitor NSW system development, offering real-time feedback to address quality concerns and ensure consistent progress.
- Incorporate quality standards into training, ensuring that all stakeholders understand expectations and are equipped to maintain them.
- Participate and monitor in all testing phases to validate system functionality.
- Perform security and stress testing to ensure the system operates efficiently under high transaction loads.

Technical Review and Verification

- Verify business requirements and technical approach to confirm that technical solutions meet defined requirements and recommend modifications as necessary.
- Review technical documentation to assess the completeness and clarity of user guides, training materials, and system specifications prepared by the developer, providing input to refine and enhance documentation.
- Provide constructive feedback to developers on technical deliverables to ensure that technical documents are user-friendly and comprehensive.

System Validation and Data Management

- Implement thorough testing processes to verify that each component meets the project's defined requirements and performs as intended.
- Coordinate data-related activities, including data collection, processing, and analysis, ensuring accuracy and readiness for NSW implementation.
- Evaluate data management effectiveness, recommending adjustments for improved data integrity and integration with NSW objectives.

Project Management Compliance

- Keep a checklist to verify compliance with structured project management standards, ensuring that all documentation is complete and accessible.
- Periodically assess project documents to confirm adherence to disciplined project management practices and standards.
- Enforce project methodology compliance to ensure that all tasks, documentation, and processes align with the agreed-upon project management methodology, promoting accountability and consistency across all project activities.

Pilot Phase (*duration: 6 months*):

1. Supervision of Pilot Implementation

- Oversee the integration of ICT infrastructure, including software configurations, system compatibility, and data migration processes.
- Coordinate testing procedures, including data validation, system performance assessments, and user acceptance testing (UAT).

2. User Acceptance and Technical Testing

- Conduct UAT to ensure the system meets user requirements and performs well for actual users.
- Perform stress tests to evaluate system performance under high demand and relevance testing to ensure system functionality aligns with intended use.
- Document test results, identifying any critical issues to address before full rollout, and submit detailed test reports to stakeholders.

3. Quality Assurance during Pilot Phase

- Conduct rigorous testing of pilot outputs, tracking any issues and working with contractors to resolve them.
- Ensure all pilot deliverables meet predefined quality standards, preparing for wider rollout.
- Develop evaluation metrics to assess pilot implementation success.

4. Stakeholder Training, Knowledge Transfer and testing

- Conduct hands-on pilot training sessions for Beneficiaries and other stakeholders, focused on pilot-phase functionalities.
- Gather feedback from stakeholders and pilot participants to refine system processes and user interfaces.
- Collect feedback from stakeholders and refine the NSW system before full deployment.
- In cooperation with Customs and beneficiaries once the system is installed on user hardware perform User Acceptance Testing (UAT), Stress and relevance technical testing of the system pilot and provide necessary test report.

d. Rollout Phase (including Post-Implementation Assessment) (*duration: 6 months*):

1. Supervision and Support of Full Rollout

- Coordinate the full deployment, ensuring each NSW component operates seamlessly.
- Oversee contractor-provided training to ensure staff and stakeholders are well-prepared for system use.

2. Quality Assurance and Compliance Review

- In cooperation with Customs and the beneficiaries, implement comprehensive testing across all functionalities and integrations, including load testing, security checks, and data accuracy validation.
- Assess vendors' adherence to contractual standards and ensure deliverables align with quality and functionality requirements.

3. Post-Implementation Assessment and Closure

- Evaluate the project's overall success, document lessons learned, and make recommendations for future NSW improvements.
- Complete final reports, certifications, and close-out documents to formalize project completion.

4. Stakeholder Engagement and Final Knowledge Transfer

- Deliver end-user training, as well as final knowledge transfer sessions for PIU and Beneficiaries.
- Set up a plan for ongoing support, including resources for troubleshooting, maintenance, and future updates.

The following elements should be considered in the scope of the required services within each of the above phases as appropriate:

- **Project Management and Quality Assurance:**
 - Introduce, internationally accepted standards, methodologies, and good practices for overall project management of the full lifecycle of all projects and activities; and to ensure their delivery meets agreed timelines, desired quality of outputs and expected outcomes.
 - Implement robust project management processes covering the full project lifecycle.
 - Integrate regular quality assurance checks and monthly assessments to confirm contractual compliance and desired standards are met.
 - Document and escalate issues, manage changes, and track the resolution of any deviations from scope or quality expectations.
- **Risk & Issue Management:**
 - Proactively identify potential risks, devise mitigation strategies, and manage scope to ensure project alignment and adaptability.
 - Continuously monitor risks and issues, escalating and implementing corrective actions promptly.
 - Manage scope adjustments, following World Bank standards to ensure compliance, documenting all changes and impact assessments.
- **Legal, Regulatory and Contract Management support:**
 - Advise on legal, regulatory, and contract adherence to facilitate smooth operations, establish clear expectations, and ensure regulatory compliance. Present all pertinent information and recommendations to the PIU to aid in effective decision making and project execution Aid in developing legal frameworks and implementing rules consistent with the government's standards, ensuring alignment with the NSW solution.
 - Advise on contract compliance to ensure that vendor obligations are fully met, and handle disputes according to defined procedures. Communicate any findings or issues that arise to the PIU for resolution.
 - Advise on any modifications in the contract to ensure they effectively support project goals and technical requirements. Present and recommend these changes to the PIU to facilitate informed decision making.
- **Change Management, Communication and Capacity Building:**
 - Ensure effective change management and communication, with a focus on stakeholder engagement and capacity building to support sustainable NSW operations..
 - Facilitate continuous communication with stakeholders, ensuring alignment and managing internal and external expectations.
 - Develop and implement capacity-building programs aligned with global standards (WTO TFA, CEFTA, WCO, and UN/CEFACT) to equip teams for long-term NSW management.
 - Lead change management efforts, guiding stakeholders through transformations and securing buy-in at each project phase.

- **Business process reengineering and data harmonization, and procedural changes required to implement the NSW.**
The Consultant shall do the following but not limited activities:
 - Support the process of implementation of the model "future business process" and harmonization of the data model with all users (all participating government agencies and users of the private sector;
 - Support the development of operational instructions and manuals in connection with the business processes of all government agencies involved in the National Single Window
- **Process Optimization and ICT Skills Development:**
 - Strengthen operational effectiveness through re-engineered processes and skill development, empowering beneficiaries to independently manage NSW post-project.
 - Assist in adopting re-engineered processes as outlined in the technical and functional specifications, optimizing NSW efficiency and effectiveness.
 - Enhance ICT skills through targeted training to ensure the PIU, Customs, and beneficiaries are equipped to manage the NSW sustainably.
 - Align skills development with project goals, ensuring stakeholders are proficient in data standards, quality control, and the latest ICT requirements for NSW.
- **Testing, Compliance, and System Acceptance:**
 - Ensure all NSW components meet technical, functional, and regulatory standards through comprehensive testing and acceptance processes.
 - Design and conduct testing protocols, including UAT, stress testing, and compliance checks, to verify NSW solution readiness.
 - Coordinate the review and validation of all system components, ensuring compliance with technical specifications and seamless system integration.
 - Prepare detailed reports on testing outcomes and address compliance gaps before final acceptance.

5. Reporting and Schedule of Deliverables

All technical deliverables shall be prepared by the Consultant and its staff team. The Consultant shall assure that all deliverables follow recognized industry standards.

All deliverables intended for management and users must be written in English. Each executive summary, along with its accompanying recommendations, should be provided in Montenegrin. Each report shall consist of a narrative section and a financial section, as applicable. For administrative matters the consultant will communicate as necessary with TSU, responsible for carrying out the fiduciary aspects of the project implementation (Procurement, Contract and Financial Management).

The beneficiary will provide the consultant with facilities, office space, and communication means, as necessary for the performance of the consultancy assignment. The developer provides the 'factory testing environment' and the users (Customs and/or beneficiaries) the 'User testing environment'.

All deliverables will be sent as electronic copies to the Beneficiary and PIU.

The Consultant will produce the following:

No	Deliverables	Due date	Payment Schedule
1	<p>Inception Report – including, but not limited to:</p> <ul style="list-style-type: none"> i) Resources allocation and project organization plan with well-defined roles and responsibilities: Detailed breakdown of roles, responsibilities, and resource needs across each project phase, with a milestone timeline. ii) Project Implementation & Monitoring Plan: A metrics-based approach with KPIs for tracking progress and periodic reviews. iii) Communication Plan: Strategies for stakeholder engagement, regular updates, and feedback loops. iv) Update the blueprint findings: Incorporate revisions based on initial project analysis and stakeholder feedback. v) System Sustainability Plan: Outline for future upgrades, maintenance, and potential system integrations. vi) Risk Management Plan with relevant templates (risk assessment templates, with an early escalation process). 	Within 30 days of the effective date of the contract	10% of the contract amount after written approval of the Inception Report by the Client
2	<p>Monthly progress report, including but not limited to:</p> <ul style="list-style-type: none"> i) Project status and milestone reports: Detailed updates on achievements and progress against project milestones. ii) Project Issue logs and resolution statements report: Actions taken for high-impact issues, along with preventive measures. iii) Risk and Issue Management report: Status updates on all mitigation strategies and a summary of escalated issues. iv) Change control documentation: Record of approved changes and impacts on project scope. v) Stakeholder Communications report: Summary of communications and feedback from NSW stakeholders. vi) Capacity Development Activities Report: Breakdown of training activities by participant type, goals, and feedback on training effectiveness. vii) Utilization of funds (the financial section must contain details of the time inputs of the experts, of the incidental expenditure and of the provision for expenditure verification) viii) Certification on the works carried out during the month in the quantity and quality control in compliance with the specifications of the Contract. 	Within 7 days after the end of the month for which the report is due	Included in the Services
3	<p>Report on Design of NSW solution as integrated centralized software and hardware and services:</p> <p>Technical Requirements and Specifications: Finalized TORs, RFPs, bidding documents, and specifications for NSW software, hardware, and infrastructure.</p> <p>Compatibility Assessment: Evaluation of system integration with current infrastructure and scalability for future expansion.</p> <p>Quality Assurance Review: A quality review to ensure all technical documents meet project standards before submission.</p>	Within 2 months of the effective date of the Contract	10% of the Contract Value

No	Deliverables	Due date	Payment Schedule
4	<p>Change Management Strategy and Capacity Building Programs – including, but not limited to:</p> <ul style="list-style-type: none"> (i) Change Management Strategy: Approaches to manage resistance and collect feedback to adjust as needed. (ii) Capacity Building Plan: Tailored training modules and KPIs to assess stakeholder readiness and competency. <p>Organizational Framework for Monitoring: A framework for tracking change management and capacity-building progress.</p>	Within 3 months of the effective date of the Contract.	10% of the Contract Value
5	<p>Supervision Reports</p> <ul style="list-style-type: none"> o Installation and Development Supervision Reports: Detailed reports at each stage of hardware installation and software development, documenting compliance with project specifications and quality standards. o Implementation of Re-engineered Business Processes and Data Harmonization: A report on the implementation of re-engineered processes, including data harmonization and adoption of the data model. This report should cover the alignment of NSW processes with EU and international standards. o System Requirements Review and Acceptance: A comprehensive review and acceptance report of system requirement specifications, ensuring they meet the NSW's functional and technical needs. o Test Scripts and Test Results Reports: Documentation of test script formats and detailed test results, covering ICT security testing, quality assurance, and performance validation. o Quality assurance dossiers should include necessary certifications, such as manufacturer's test certificates, performance test certificates, requests for inspection (if any), approvals, and test results. o Module Delivery Verification: Verification report of the successful delivery and functionality of all NSW modules, confirming that each module aligns with contractual and project requirements. o Pilot Phase Objectives and Completion Report: A report setting out the objectives for the pilot phase, along with a completion report that assesses pilot outcomes against those objectives, identifying any issues and recommending improvements for full rollout. o Training Delivery Report: A report on the training conducted, including detailed statistics on the number and types of trainings, topics covered, and breakdown of trainees (e.g., by role and numbers). o Security and Quality Assurance Reports for NSW Modules: Security and quality assurance reports covering all NSW modules, specifically under acceptance testing, to ensure compliance with security standards and operational readiness. o Data Model Adoption and Implementation Report: A comprehensive report on the adoption and implementation of the data model, confirming compliance with EU and international standards and detailing any alignment adjustments made. 	Throughout the Pilot and Rollout phase	50% Payable on monthly rates on Timesheets basis

No	Deliverables	Due date	Payment Schedule
6	Final Report Sustainability Recommendations: Detailed steps for long-term system management, budget, and scalability. Progress Comparison: Analysis of actual progress against planned KPIs, highlighting areas of success and discrepancies. Challenges and Solutions Summary: Documentation of recurring issues, resolutions, and best practices for future reference.	No later than 1 month before completion of the contract	20% of the Contract Value

6. Management and Reporting Arrangement:

The Consultant will work in close collaboration with PIU staff responsible for NSW component of the Project, Beneficiaries and other relevant stakeholders. Consultant's work shall be supervised by the Head of PIU Trade Facilitation Specialist in close consultation with the World Bank's Task Team Leaders for the Project.

There will be at a minimum schedule of progress status meetings with PIU every two weeks. Regular meetings to discuss NSW project progress and open issues, if any, will be organized with NSW Steering Committee.

The Consultant shall report to the Head of PIU at MoT , Beneficiaries and other relevant stakeholders and submit reports as required in the agreed upon plan and time schedule. Reports are subject of approval of the Head of PIU and the Project Coordinator. Consultant shall prepare ad-hoc reports on any major project issues raised during NSW project implementation.

The Consultant shall prepare the Minutes of Meetings (MoM) for the progress meetings. All Meetings must be ensured to lead to clear decisions, persons in charge and deadlines. Minutes of Meetings will be distributed by the Consultant. MoM of the meetings with beneficiaries and/or PIU must be commented within 3 calendar days by participants. MoM for the monthly progress meetings will be always in the agenda of the next monthly meeting to be approved and followed up.

Copyright on all reports and other material including data prepared under this contract shall remain within the MoT and Beneficiaries .

7. Terms

The consulting engagement is expected to preferably commence within QII 2025 and continue by the end of the project with various full time and part time consultancy inputs provided as and when needed throughout the duration of the contract period. The duration of the assignment is estimated to be 32 months for development and phase wise implementation of NSW, with possible gap between phases of approximately 8 months due to completion of procurement of services for development of software and procurement of hardware infrastructure and technical equipment.

The Consultant will carry out the services in line with a detailed time schedule to be submitted as part of his proposal, which could be changed during the negotiations in order to reflect the comments and/or requirements by the parties.

The estimated number of Key Experts staff-months required for the assignment for development and phase wise implementation of NSW is included in Annex 2. The Consultant is however free to propose its own level of effort and combination of international/local staff based on the needs of the assignment as per this Terms of Reference.

All Deliverables/Reports should be delivered to the Project Implementation Unit (PIU) as draft reports for review comments and approval.

8. Qualifications

Given the nature of this assignment, the PIU/ is looking for a Consulting firm to provide an 'as and when required' basis, and to assist in the full NSW project life-cycle such that issues are addressed in a timely manner, risks are overcome effectively and uncertainties are reduced as much as possible, resulting in successful and timely completion of all NSW project activities. In the interest of building and enhancing local capacity through knowledge transfer and retention, eligible consulting firms are encouraged to have technical cooperation agreements with national consulting firms and/or consultants.

Shortlisting criteria

- i) The Consulting firm must be a legal entity;
- ii) At least 10 years' experience in ICT Project management;
- iii) Quality Assurance (QA) advisory experience of at least one successfully completed complex nation-wide Information System and ICT infrastructure implementation in the past 5 years (from January 2020 up to the deadline for the receipt of applications indicated below);
- iv) Extensive experience in the development and implementation of Information System Strategic and Change Management Plans in a complex country environment and proven track record in the transfer of know-how to similar government organizations;
- v) Experience in projects/assignments requiring familiarity with MNE trade and border legislation, procedures and institutional set up, especially for trade sector would be desirable;
- vi) Experience in the design, development or implementation of at least one Customs automated systems or National Single Window systems is required.
- vii) Extensive experience in developing governance frameworks, operational models and organizational structures for the implementation and/or operation of a National Single Window for Trade would be highly desirable;
- viii) Experience in projects/assignments requiring familiarity with market conditions and capabilities for communications technology and IT infrastructure in the ICT sector would be desirable.

As a proof, the Consultant firm shall prepare a table listing following information: name of the relevant assignment, name of a firm that conducted the assignment, short scope of work, year of contract implementation, country/region and contract value, contact reference (name, e-mail, and phone number).

Personnel

The consulting firm is free to propose team and skill compositions appropriate to their proposed work plan.

The Team shall consist of a core team made of key experts with the qualifications and skills defined below and senior non-key experts, as needed. The Consultant is obliged to ensure adequate staff in terms of expertise and time allocation, as well as needed equipment in order to complete the activities required under the scope of work and to achieve the objectives of this Contract in terms of time, costs, and quality.

The consulting firm is encouraged to hire/use local experts for some of the positions below (for example (i), (iii), (iv), and (v)) either as individual experts (or from local firms, as sub-consultants or JV members). The Consultant should pay attention to the need to ensure the active participation of local professional skills, and to provide a suitable mix of international and local-staff in the Team. The Team, as a whole, shall include experts familiar with MNE' regulations.

The team organization, proposed staff availability and number of working days assigned to specific activities and backup will be evaluated as one of the major criteria within the evaluation of the proposed methodology and time schedule. The Project Manager with qualifications and skills given below will lead the Team. He/she will be the main contact for the Team and will interface with the MOF, PIU, Customs, ETC and beneficiaries, and other interested stakeholders (e.g. traders, Chamber of Commerce, etc.). He/she should be responsible for ensuring high quality performance of the main outputs and deliverables and the timing implementation of the activities during the Contract execution. He/she will be supported by the Deputy Project Manager, who will replace the Project Manager when necessary. A Deputy Project Manager shall be appointed from one of the key or senior non-key experts who shall be familiar with the relevant Montenegrin legislation and speak fluently Montenegrin.

For the duration of the contract, the consultant shall consult with the PIU to ensure the presence of experts on the ground and staff itineraries during the various stages of the project.

Note that civil servants and other staff of the public administration of the beneficiary country (Montenegro) cannot be proposed as experts.

The Project language is English. All the team members assigned by the Consultant must be able to communicate effectively in English. A sufficient number of the Consultant's team should be fluent in Montenegrin language, especially the staff assigned for activities related to legal changes.

The Consultant shall provide adequate administrative staff (secretary, translators, drivers, accountant) needed to support the expert team.

B) Key Experts:

All experts who have a crucial role in implementing the contract are referred to as key experts. No home-based work is possible unless prior approval from the PIU and Steering Committee and this will be assessed on a case-by-case basis. The profiles of the key experts for this contract are given below:

(i) Project Manager/Program Manager

The prime responsibility of this role is to provide leadership to the whole team, to assign work, provide guidance, monitor outputs and ensure that the whole team is responding effectively to the needs of the PIU, Customs and other stakeholders and is able to maintain necessary control over all NSW project activities as in the scope of the assignment. Key qualification requirements:

- At least a Bachelor's Degree or equivalent in Management / Engineering / IT / Finance or Trade; Master's degree would be considered as an asset
- At least 10 years of international professional experience in ICT project management as Project Manager/Team Leader in projects of similar nature;
- Professional qualification/certification in project management required;
- Experience on dealing with development issues facing MNE or other developing countries particularly related to implementation of National Single Window and Trade Portal for trade would be advantage;
- Possess international knowledge and experience of complex ICT projects especially in a government environment, and in particular of single window and trade portal development planning and implementation.
- Must have knowledge and proven experience in procurement and contract management, would be an asset;
- Proven experience in planning and supporting capacity building activities and change management;
- Excellent written and oral communication skills in English;

- Knowledge of Montenegrin language is considered an asset;
- Experience with the working procedures and policies of the Public sector is considered an asset;
- Experience in customs system and other trade related agencies is considered an asset;
- Experience with the World Bank procurement procedures, especially those of standard bidding documents for IT systems (one and two stage) is considered an asset.

(ii) IT Expert

- At least a Bachelor's degree or equivalent in Engineering or ICT or other relevant discipline; Master's degree would be considered as an asset
- At least 10 years of professional experience as an IT expert in projects of similar nature and scale as this consultancy;
- Should have knowledge about ICT project stages and monitoring of quality in the project activities in each stage
- Prior experience in the systems and technology related to Single Windows or Trade Portals is mandatory;
- Experience in development issues facing Montenegro or other similar developing countries desirable.
- Extensive experience in developing or implementing strategic, enterprise grade, mission-critical information systems plans for trade facilitation, complex enterprise software systems implementation, extensive knowledge in informatics management and current technology trends is considered an asset;
- Prior experience of working with enterprise systems and infrastructure and conversant on a range of technical issues relevant to the assignment, including servers, networks and communications, software and database development, web services and messaging protocols;
- Excellent written and oral communication skills in English;
- Knowledge of Montenegrin language is preferable;
- Knowledge of MNE legal regulations that govern trade operation and adhere to its rules, policies and laws is preferable Experience with the World Bank procurement procedures, especially those of standard bidding documents for IT systems (one and two stage) is considered an asset.

(iii) IT Specialist on Software Testing, ICT Security and Quality assurance

- At least a Bachelor's degree or equivalent in an ICT related discipline; Master's degree would be considered as an asset
- At least 10 years of professional experience in ICT based preferably in public sector projects;
- Thorough knowledge and Certification in ICT Security;
- Proven experience in system and software testing, solution acceptance and software quality and security certification;
- Prior experience in developing or implementing strategic information systems plans for trade facilitation, complex enterprise software systems implementation, extensive knowledge in informatics management and current technology trends is considered an asset;
- Excellent written and verbal communication skills in English;
- Knowledge of Montenegrin language is preferable;
- Knowledge of MNE legal regulations that govern trade operation and adhere to its rules, policies and laws is considered an asset;
- Experience with the World Bank procurement procedures, especially those of standard bidding documents for IT systems (one and two stage) is considered an asset.

(iv) Legal/Regulatory expert on Trade Facilitation and NSW

- At least a Bachelor's degree or equivalent in law or relevant discipline; Master's degree would be considered as an asset
- At least 7 years of experience in legal/regulatory environment of Montenegro;
- Knowledge/ proven experience in the Customs and Trade laws is essential;
- Proven experience in introducing organization change through revision of legal/regulatory environment, would be an advantage;
- Proven experience in drafting legal changes required to support specific features of the new functional model;
- Excellent written and verbal communication skills in English;
- Knowledge of Montenegrin language is requested.

(v) Customs/Trade Facilitation Procedure Expert

- At least a Bachelor's degree in relevant discipline; Master's degree would be considered as an asset
- At least 7 years of experience in simplifying or harmonizing business processes in the issuance of permits, licenses and permissions necessary for import, export and transit of goods;
- Knowledge/experience in the Customs domain/Trade procedures/transport and logistics procedures including business processes is essential;
- Prior experience in the business process reengineering activities related to Single Windows is preferable.
- Understanding of and proven experience with change management;
- Excellent written and oral communication skills in English;
- Knowledge of Montenegrin language is preferable and familiarity with customs and trade facilitation texts in the Montenegrin language, would be an advantage .
- Excellent presentation skills in English and Montenegrin .

C) Non- key Experts:

The Consultant is expected to include in their proposals other positions that they consider necessary for the assignment. CVs for non-key experts should be submitted in the proposal, however they would not be subject of evaluation.

The Consultant is expected to select and hire other experts as required according to the profiles identified in his Organization & Methodology. They must indicate clearly which profile they have so it is clear which fee rate in the budget breakdown will apply. All experts must be independent and free from conflicts of interest in the responsibilities they take on.

The pool of non-key experts is expected to support/complement all the activities of the key experts.

9. Facilities and Support Services

The Client will provide the following inputs and facilities:

- a. Orientation will be provided to key professionals regarding working approach of WBTF.
- b. A copy of the NSW Blueprint and all relevant Reports, Studies and information pertaining to the Trade Facilitation in Montenegro and the NSW; and
- c. Initial coordination and liaison with all appropriate government agencies, the community, and other stakeholder of the NSW.

The Consultant shall work under the direct supervision of the WBTF PIU (the Client) in the Ministry of Transport and in close cooperation with the Customs Administration (MCA, the Beneficiary). Local transportation costs will be paid by the Consultant and reimbursed. The Client / Beneficiary will arrange the logistical support for preparation of the field visits. The Consultant will report directly to the Head of PIU on day-to-day activities and submit reports as required in the agreed upon plan and time schedule.

The Consultant shall ensure that experts are adequately supported and equipped. In particular, it shall ensure that there is sufficient administrative, secretarial and interpreting provision to enable experts to concentrate on their primary responsibilities.

No equipment is to be purchased on behalf of the neither Client (MoT) nor PIU or any other Beneficiary as part of this service contract or transferred to the Client or beneficiaries at the end of this Contract. Copies of all digital and hardcopy artifacts (including data, documentation, training material, etc.) created as part of this consulting assignments shall be handed over to the Client (MoT) along with the deliverables.

10. Restrictions

In addition to the standard conflict of interest restrictions specified in the consulting Contract, all materials created under this Contract will remain the sole property of MoT and Customs. Re-use of the materials will require the formal, written approval of MoT and Customs.

The Consultant shall have no material interest in any of the outputs of this assignment.

The terms of this agreement shall be made consistent with the relevant privacy laws of the Montenegro

11. Selection

The service will be selected under the provisions of the *World Bank Procurement Regulations for Borrowers under Investment Project Financing* dated July 1, 2016, revised on November 2017 and August 2018, November 2020 and September 2023 in accordance with **Quality and Cost Based Selection (QCBS)**, Method, Time Based and Lump-Sum Contract. The Bank requires that firms or individuals involved in Bank IPF procurement shall not have conflict of interest.

Annex 1

National Single Window Blueprint for Montenegro

The International Finance Corporation (IFC), in collaboration with the Government of Montenegro (GoM), has developed the National Single Window (NSW) Blueprint. This Blueprint provides a structured roadmap for the implementation of a fully electronic single-entry system for all trade-related regulatory requirements in Montenegro.

The NSW Blueprint is designed to meet Montenegro's specific trading environment, institutional frameworks, and legal requirements while ensuring full alignment with European Union (EU) standards, including:

- Union Customs Code (UCC)
- EU Single Window architecture, including information exchange and system interoperability
- Customs Data Harmonization in compliance with the EU Customs Data Model (EUCDM)

Furthermore, the Blueprint considers Montenegro's commitments under the WTO Trade Facilitation Agreement (TFA) and CEFTA trade agreements.

The Blueprint provides a comprehensive framework covering the legal, operational, technical, and financial aspects of NSW implementation.

NSW Blueprint Key Components

Blueprint Element	Content
Legal and Regulatory Framework	A review and analysis of Montenegro's trade and customs laws, identifying gaps and legal impediments to full NSW implementation, and Alignment with international standards such as the EU Union Customs Code (UCC), WTO Trade Facilitation Agreement (TFA), and CEFTA. The Blueprint proposes amendments to enable electronic document exchange, digital signatures, and inter-agency interoperability.
Governance and Operational Model	Definition of institutional roles for NSW management, including: <ul style="list-style-type: none">• NSW Steering Committee (policy oversight).• Lead Agency (Revenue and Customs Administration of Montenegro - RCAM) (implementation and operations).• Inter-Ministerial NSW Coordination Group (agency collaboration). Options for the NSW Operator, including: <ul style="list-style-type: none">• Government-managed model.• Public-private partnership (PPP).• Dedicated NSW agency or special-purpose vehicle.
Revenue Model and Fee Structure	Provides options for financing NSW operations, considering a mix of government funding, service fees, availability payments, and user tolls to sustain system operations.
Technical and Functional Architecture	Defines system specifications, IT infrastructure requirements, cybersecurity measures, and user access protocols. This includes the functional and operational design of the NSW help-desk and support services.
Service Level Agreements	Establishes operational service levels between the NSW Operator and government agencies, as well as between NSW and private sector

(SLAs) for Participating Agencies	stakeholders. Includes monitoring mechanisms to maintain performance and address operational bottlenecks.
Business Process Reengineering (BPR)	Outlines the harmonization of trade procedures and data models across all border agencies. Proposes simplified, automated workflows and a structured change management approach to transition stakeholders to NSW processes.
Risk Management Strategy and Model	Develops a national risk profiling and management model, ensuring automated risk assessments and compliance monitoring across all NSW processes.
Implementation and Capacity Building Plan	Details a step-by-step NSW implementation strategy, including institutional readiness assessments, capacity-building plans, and phased rollouts. Provides a framework for performance monitoring and evaluation.