

TERMS OF REFERENCE

Engagement of an Expert for a Survey on the Performance of the MSDA's E-System for Municipal E-Governance and Service Delivery in Georgia

Ref. No.: PSGA4 – P4

Table of Contents

1. Background	2
2. Objective of the Assignment	3
4. Deliverables	4
5. Location.....	4
6. Duration and Timeline	5
7. Methodology.....	5
8. Required Qualifications	5
9. Reporting and Supervision.....	6
10. Budget and Payment Schedule	6
11. Modification of Terms	6



Project Title: PLATFORMA: Local and Regional International Action

Contracting Authority: Network of Associations of Local Authorities of South-East Europe

Donor: EU and SDC through institutional support for NALAS.

1. Background

PLATFORMA is the pan-European coalition of towns and regions – and their national, EU and global associations – active in city-to-city and region-to-region development cooperation. Hosted by the Council of European Municipalities and Regions (CEMR), PLATFORMA brings together local and regional governments with their national, European, and global associations.

NALAS is a network of associations of local authorities of South-East Europe. The Network brings together 14 Local Government Associations (LGAs) which represent roughly 9000 local authorities. NALAS promotes decentralisation, fosters regional cooperation, and supports LGAs in becoming effective representatives of local governments in national and international forums. With support from the Swiss Development Cooperation (SDC), NALAS co-finances activities under the PLATFORMA Project.

As part of the PLATFORMA Eastern Partnership (EaP) Programme, NALAS supports advocacy efforts by LGAs in Moldova, Georgia, and Ukraine. A key priority is enhancing policy dialogue and institutional development of local government associations in Moldova, Georgia, and Ukraine.

The Association of Ukrainian Cities (AUC) expresses its respect and gratitude to all international partners for their assistance to Ukrainian municipalities before and during the full-scale war of the Russian federation against Ukraine. The Association of Ukrainian Cities works actively to advocate for strong local governance and preserve the achievements of the decentralization reform in Ukraine amidst the challenges posed by the war.

To support effective policy dialogue in Georgia, NALAS will support NALAG (National Association of Local Authorities of Georgia) to conduct a survey among Georgian municipalities on the performance of the E-System for Municipal E-Governance and Service Delivery in Georgia.

The Decentralization Strategy of Georgia 2020–2025 outlines a set of priorities aimed at improving local self-government and service delivery through digital transformation and enhanced e-governance. To support these goals, the **Municipal Service Development Agency (MSDA)**—established by the Municipality of Tbilisi—has developed a comprehensive **e-system** designed to assist municipalities in digitalizing administrative processes, modernizing service delivery, and increasing citizen access to municipal services.



The e-system includes modules for: Human Resource Management, E-Chancellery, E-Document Flow, Online Applications, Spatial Planning, City Council Management, Infrastructure Facility Management, Citizen Assistance, “Idea for the Mayor,” Free Canteen Beneficiary Management, Parking Management, Taxi Registration, Social and Healthcare Program Management, Municipal Calendar, Cleaning and Waste Management, Asset Management, and Spatial Management for Recreational Areas.

The e-system was developed with the support of donors under the coordination of the Ministry of Regional Development and Infrastructure, aligning with Georgia’s national decentralization and e-governance objectives.

Municipalities and their residents are the primary users of these modules. The system also integrates with central government databases and provides a platform for citizen engagement in local decision-making.

To support the design of the **next cycle of Georgia’s Decentralization Strategy**, NALAS will support NALAG to conduct a **survey assessing the performance of the e-system from the users’ perspective**, identifying its strengths and weaknesses, and proposing practical recommendations for improvement.

2. Objective of the Assignment

The objective of this assignment is to design, conduct, and analyze a survey assessing the performance, usability, and impact of the MSDA’s **e-system** from the user’s perspective—covering both municipal administrations and citizens. The findings will serve to:

- Identify strengths and weaknesses of the existing e-system and its modules;
- Assess the level and pattern of use of different e-modules by municipalities;
- Gather feedback on user satisfaction, functionality, and integration needs;
- Formulate recommendations for improving the e-system;
- Provide policy input for the next cycle of Georgia’s Decentralization Strategy.

3. Scope of Work

The expert will:

- Review existing documentation and data related to the MSDA’s e-system;
- Design a survey instrument (questionnaire) in consultation with NALAS and MSDA;

- Identify target respondents (municipal administrations, IT staff, and users);
- Support NALAG to administer the survey and ensure adequate response coverage across municipalities;
- Analyze survey results and complement them with desk research on European best practices in municipal e-systems;
- Prepare an analytical report summarizing findings, identifying strengths and weaknesses, and providing actionable recommendations for improvement.

Key questions to explore include:

- Which municipalities use actively, less actively and which municipalities do not use the MSDA's e-system at all?
- Which e-modules are used more and less actively?
- What are the reasons that some e-modules are employed more actively than others?
- Which e-modules municipalities find more and less useful? Why?
- What are some of the biggest advantages and disadvantages of e-modules in question?
- How the existing e-modules can be upgraded and improved from user's perspective?
- What additional e-modules should be developed from municipalities perspective?
- What e-modules should be developed to promote citizen's engagement in local governance

4. Deliverables

- Final survey questionnaire;
- Summary of data collection and response statistics;
- Draft analytical report;
- Final analytical report (max. 20 pages) with recommendations.

5. Location

The assignment will be home-based with online coordination and communication. No travel is foreseen unless otherwise agreed.

6. Duration and Timeline

Total estimated duration: **10 working days.**

Tentative timeline: **3 November 2025 – 30 January 2026.**

Task	Timeline
Kick-off and methodology approval	November 2025
Survey design and piloting	November–early December 2025
Data collection and analysis	December 2025
Draft report submission	20 December 2025
Final report (including possible extension)	30 January 2026

7. Methodology

The survey will employ a mixed-method approach, combining quantitative and qualitative tools:

- Online questionnaire distributed to municipalities;
- Structured interviews with selected users (municipal staff and residents);
- Desk review of relevant policies and European good practices;
- Comparative analysis of municipal e-systems in Europe;

8. Required Qualifications

Qualifications and Skills:

- Advanced university degree in public administration, political science, law, economics or a related field.
- Strong analytical and writing skills.
- Excellent command of English (oral and written)

General Work Experience:

- At least 10 years of proven work experience.

Specific Work Experience:

- Minimum 7 years of professional experience in local governance, local government associations, decentralization, or public sector reform.
- Proven experience in conducting surveys and comparative research.
- Knowledge of Eastern Partnership and South-East Europe context is an asset.

9. Reporting and Supervision

The expert will report to the NALAS Programme Director managing the PLATFORMA project. The expert will work in close coordination with representatives of NALAG, NALAS and CEMR/PLATFORMA secretariat for input and feedback.

10. Budget and Payment Schedule

The expert will receive a lump sum payment of 4,000 (four thousand) Euro, excluding VAT. The contract value shall include all other costs. Payment will be made in one instalment: 100% upon submission and approval of the final report.

Budget allocations may be amended with the approval of NALAS, as per the needs of the project.

11. Modification of Terms

NALAS reserves the right to adjust the scope, timeline, and deliverables of the assignment in consultation with the expert, based on evolving needs or constraints during implementation.