

TERMS OF REFERENCE (TOR)

for consulting services

CONSULTANCY SERVICES FOR THE DESIGN AND IMPLEMENTATION OF PUBLIC AND STAKEHOLDER SATISFACTION SURVEYS AND PERFORMANCE ASSESSMENT

(SOCIAL STUDIES AND USER SURVEYS)

1 Background

1. The Republic of Serbia and the International Bank for Reconstruction and Development (Hereinafter: IBRD) concluded the Loan Agreement (Hereinafter: LA) for the Second Real Estate Management Project in Serbia (Hereinafter: The Project), signed by the two parties on August 21st, 2024 and ratified by the Parliament of the Republic of Serbia in its session on November 27th, 2024 (“Official Gazette RS – International Agreements”, No 9/2024 of December 3rd, 2024). Loan agreement becomes effective on December 16th, 2024.
2. The Law on State Surveys and Cadaster (LSSC, October 2023) with appropriate amendments provides a solid foundation for the project. A viable single agency, the Serbian Republic Geodetic Authority (RGA), is implementing the LSSC. A Project Council and Project Steering Committee are supervising the Project implementation.
3. The Project consists of three components: (A) Implementation of the Property Mass Valuation System; (B) Integration of Information Systems and the NSDI Services Development; and (C) Institutional Improvement, RGA Sustainability and Project Management.
4. The Project Development Objectives are to improve the transparency, accessibility, and reliability of Serbia’s real property management systems.
5. A full description of the Project is provided in the document “Project Appraisal Document”¹ (PAD) and Loan Agreement² (LA). The PAD is considered as a part of the necessary background materials to be understood by Consultants.
6. Implementation is entrusted to the Project Implementation Unit (Hereinafter: PIU) of the Republic Geodetic Authority (Hereinafter: RGA).

¹ [https://www.rgz.gov.rs/content/images/stranice/dokumenta/2025/P500611%20-%20PAD%20-%20Official%20\(Eng\)%20WEB%20version.pdf](https://www.rgz.gov.rs/content/images/stranice/dokumenta/2025/P500611%20-%20PAD%20-%20Official%20(Eng)%20WEB%20version.pdf)

² [https://www.rgz.gov.rs/content/images/stranice/dokumenta/2025/P500611-%20REMP2%20-%20Official%20\(Eng\).pdf](https://www.rgz.gov.rs/content/images/stranice/dokumenta/2025/P500611-%20REMP2%20-%20Official%20(Eng).pdf)

2 Introduction

7. One of the REMP 2 project priorities is to ensure stronger citizen engagement and accountability in service provision citizen engagement. The proposed Project's public awareness campaigns, user satisfaction surveys and related activities will accommodate for all Serbians' needs (elderly, women, etc.) and will use technology (e.g., e-surveys) and dissemination methods (e.g., public awareness campaigns) to maximize citizen engagement. Regular customer satisfaction surveys will collect data to monitor customer's satisfaction with RGA's new products and services developed during REMP 2's implementation, as well as any issues or challenges users face in the process. The Stakeholder Engagement Plan (SEP) as part of the Environment and Social Framework (ESF) commitments also should help to target relevant stakeholders during implementation to ensure their feedback, suggestions, and priorities are also fully reflected in Project activities. The PIU will gather the data for the indicators in the Results Framework with the support of relevant institutions. In addition to administrative data, the Project will generate data on user experience and perceptions through a series of targeted surveys of end users. Surveys will be publicly available and used to engage with stakeholders and the public in a two-way dialogue, in accordance with the World Bank Strategic Framework for Mainstreaming Citizen Engagement in World Bank Operations. Feedback will also be collected via RGA's Help Desk that was developed during REMP 1 that, along with the information from the customer satisfaction surveys, will be used to inform training programs for RGA staff. Additionally, RGA will explore the introduction of user feedback tools as part of its website advancements.
8. There is a high level of public perception that the quality and speed of service provision have improved significantly since REMP implementation began, which has been reflected in the results of past customer satisfaction surveys. RGA has embraced the e-Government agenda that is considered one of the GoS's top priorities. Serbia has also been recognized as the leader on the geospatial agenda in the Western Balkans with strong progress made on advancing National Spatial Data Infrastructure (NSDI). There is still work to be done to achieve best international standards in terms of harmonizing records and the speed of processing applications, especially within some of the LCOs. This will be addressed via REMP 2's activities and results should be monitored through adequate survey mechanisms.

3 Objectives and Scope of Work

9. The overall objective of this assignment is to enable RGA to become more responsive to citizens expectations through the establishment of elements of a public performance monitoring while at the same time establishing a baseline and later evaluation of selected REMP2 intervention results.
10. Specific objectives of the assignment are:
 - To advise policy makers and RGA operations management on citizens' and the business community's perceived needs and expectations.

- To establish measurement of the REMP2 results in line with methodology used in surveys for previous project REMP (1) and determine indicators for the monitoring survey results in the third and fourth year of the REMP2.

A) SCOPE OF WORK / Quantitative Research

11. The selected consulting company (Consultant) shall be responsible for designing the survey methodology, developing the survey questionnaires, and testing and improving these tools in close cooperation with relevant RGA staff. The Consultant shall also adapt and further develop the questionnaires so they can be used to monitor progress in achieving the expected results of RGA policy. The Consultant will be expected to familiarize himself with international best practice on customer satisfaction surveys in land registration and REMP2 project planned activities and goals and to demonstrate how this has been considered in the proposals. The survey will use adequate quantitative survey methods to collect the required data.
12. In the initial stage, the Consultant will analyze the public opinion survey methodology and final report that was produced during the years 2017/23³, to prepare inception report. Based on acceptance of the Inception report activities will continue as follows:
13. The Consultant will, prepare a questionnaire for the “Public satisfaction and perceptions survey” and “Survey of the satisfaction and expectations of Government sector and professional private sector (lawyers, notaries, surveyors, valuation experts, real estate agents, lenders) with RGA services”. The RGA working group established specifically for monitoring and guiding Consultant will be responsible for verification and approval of proposed questionnaires.
14. Minimal requirements for quantitative research should include the following:
 - Results must explicitly create a format for the measurement of the REMP2 Development Objective: “Users' and stakeholders' satisfaction with respect to the efficiency, transparency, access, and reliability of RGA's delivery of new services”. Also, for the purpose of continuous monitoring previous, REMP development objective “Increased customer satisfaction with real property management system, including as to quality and efficiency.” should be measured.
 - When designing questionnaires special emphasis should be made to enable proper analysis of attitudes of women and other vulnerable social groups. Based on the REMP2 analysis consultant and RGA might establish that segments of the land market, public sector and private sector users could require special attention.
 - Furthermore, it is important to analyze both real experience and perceived experience of the surveyed groups. In line with proposed questionnaires the Consultant has a right to suggest changes in the methodological approach (e.g. number of questionnaires, target groups, sampling and/or stratification issues), which will appropriately address the aforementioned and other themes.
15. Implementation of the surveys includes 1000 (+/- 10%) face to face questionnaires for the “Public satisfaction and perceptions survey” that will provide adequate results for Republic

³ Will be supplied to selected company upon request

of Serbia (age, territory, gender...) and 350 (+/- 10%) face to face questionnaires for the “Survey of the satisfaction and expectations of Government sector and professional private sector with RGA services” that will include key partners: lawyers, notaries, surveyors, valuation experts, real estate agents...

16. Implementation of the surveys will be in line with proposed approach, contract negotiation, and any adjustments determined by both parties after completion of the Inception report.
17. Training of the Consultant’s contracted survey staff shall be carried out to ensure that data collected from citizens, partners, and companies is accurate, reliable, and collected in line with the approved methodology. The implementation of the survey and the quality of the training shall be monitored by the PIU, which may conduct audits and statistical checks in cooperation with the RGA working group, in accordance with the methodology agreed in the inception report. Any identified underperformance by a surveyed staff member shall result in the repetition of all surveys conducted by that staff member..
18. The data entry and data processing processes shall be organized in accordance with good international practice and designed to minimize errors and ensure data quality. The inception report shall define the data entry and data processing methodology, including a clear description of the tools and procedures to be used for data validation, cleaning, consistency checks, and preparation of data for analysis.
19. Survey reports as well as implementation reports will be produced as a draft and submitted to the RGA working group for final approval.

3.1 Working Conditions

20. Assignment start date: Immediately upon contract signing.
21. The duration of the assignment is estimated to be 36 months from commencement. The Consultant shall propose the schedule of work in their proposal.
22. During work at home and/or office, the Consultant will be available through face-to-face meetings, and/or video conferencing/phone calls.
23. Office accommodation for each expert working on the Contract is to be provided by the Consultant.
24. 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.
25. No equipment is to be purchased on behalf of the neither Contracting Authority (RGA) nor beneficiaries as part of this service contract or transferred to the Contracting Authority or beneficiaries at the end of this Contract.

4 REPORTING REQUIREMENTS

26. The Consultant shall produce the documents listed, in line with the schedule noted in section 5:

- Inception Report: up to 4 weeks after contract signing (inception period) the consultant shall submit an Inception Report that will include a timetable, agreed with the RGA, for submission of the other deliverables. The Consultant will define the approach they intend to take, including the samples' composition and size of the questionnaires, and will clearly show their understanding of the issues addressed in the TOR and issues emerging from the land policy area. The report will include, if necessary, proposed variations to the original work plan, and a list of any identified risks and issues. The Inception Report shall consist of max. 10 pages and describe initial findings, report on the discussions with the competent authorities, risk and difficulties expected in addition to work program and staff travel, together with a detailed plan of works, task allocations, timelines and communication procedure.
 - After completion of each of first two surveys the consultant will produce an interim report and after completion of third survey a final report. Reports that will establish findings and recommendations for RGA management. Reports and deliverables will be submitted in English and Serbian (inception report, interim reports, final report) in electronic version (format upon agreement). Hard copy of reports and deliverables could be requested by RGA, if necessary.
27. All Reports shall be approved by the RGA authorized person (Project Coordinator/Contract Manager).
28. The RGA will provide a reasonable office space with furniture and internet access, if needed, during the face to face meetings. The Consultant will be provided with electronic version of all necessary documents available at RGA.

5 Deliverables and indicative implementation plan

Deliverable	Start Date (D0)	Reports and other documents to be approved by the working group
Inception report	1 month from the D0	Inception report
Questionnaire for the general public completed	2 months from the D0	Questionnaire and training material
Questionnaire for the business community completed	2 months from the D0	Questionnaire and training material
Survey for the general public completed (including training, verification, data entry and report)	4 months from the D0	Survey report
Survey for the business community completed (including training, verification, data entry and report)	4 months from the D0	Survey report
First interim report	5 months from the D0	First interim report
Survey for the general public completed (including training, verification, data entry and report)	22 months from the D0	Survey report
Survey for the business community completed (including training, verification, data entry and report)	22 months from the D0	Survey report

Second interim report	23 months from the D0	Second interim report
Survey for the general public completed (including training, verification, data entry and report)	40 months from the D0	Survey report
Survey for the business community completed (including training, verification, data entry and report)	40 months from the D0	Survey report
Final report	41 months from the D0	Final report

29. The work stream to provide these deliverables shall be conducted in close collaboration with the RGA. Progress towards the deliverables and the final outputs, shall be described in the final report and will be subject to approval by the RGA.
30. General remark: The draft reports will be commented within one week of submittal, after which the Consultant will have up to one week to incorporate the comments into the subsequent edition of the Report. Following the comments received, the Consultant will send a revised version, with the operated changes highlighted, via the same contact, before formally submitting the final version to the RGA for approval. Approvals of the reports by the RGA will be issued within two weeks of submittal.
31. Remark on the Final Report: At the end of the engagement, the Consultant will prepare a short description of achievements, expert utilization, deliverables provided, problems encountered and recommendations for future actions to ensure results' sustainability (max. 5 pages).

5.1 Acceptance criteria and payment terms

32. Acceptance criteria: Deliverables submitted to and approved by the authorized person of the RGA.
33. The selected Consultant shall be paid the *lump sum* upon completion of the First and Second interim reports and the Final report

5.2 Other requirements

34. The Consultant is obliged to perform consulting services in accordance with the applicable Serbian legislation and wide-known technical norms and rules of the profession and in accordance with the requirements defined in this ToR.
35. The submission of complete documentation in the electronic form is mandatory.

6 Qualifications of the Consultant

36. The successful Consultant will have at least 5 years' experience in social and/or market mixed-methods (qualitative and quantitative) research and must demonstrate that they have the professional understanding and resources to carry out the required work in a short

period of time. The proposal must include reference to work previously done, CVs of key staff who the contractor guarantees will work on the project if the contract is awarded, and estimated number of the support staff needed. The composition of the team shall include the following positions:

A. Team Leader Qualifications and Experience

The Team Leader shall be responsible for the overall coordination, quality assurance, and timely delivery of all assignment outputs, and shall serve as the main point of contact with the Republic Geodetic Authority (RGA).

The Team Leader shall have:

- i. an advanced university degree (Master's level or higher) in statistics, economics, public policy, social sciences, public administration, psychology, or a related field;
- ii. at least eight (8) years of relevant professional experience in survey design, public opinion research, monitoring and evaluation, performance measurement, or related fields;
- iii. proven experience as Team Leader or Project Manager in at least three (3) similar assignments involving large-scale surveys and/or evaluations;
- iv. formal training or certification in project management or business administration (e.g. PMP, PRINCE2, or equivalent). An MBA degree shall be considered an advantage;
- v. demonstrated expertise in survey methodology, including sampling design, questionnaire development, data collection methods, and quality control;
- vi. experience in data analysis and interpretation for policy and performance monitoring purposes;
- vii. experience working with public sector institutions and/or governance or public service reform projects;
- viii. proven ability to manage multidisciplinary teams, coordinate fieldwork activities, and ensure timely delivery of outputs;
- ix. experience in stakeholder consultation, training of survey staff, and facilitation of workshops;
- x. excellent report writing and communication skills in English;
- xi. experience in donor-funded projects, including World Bank-financed assignments, shall be considered an advantage;
- xii. knowledge of the local institutional or administrative context shall be considered an advantage.

B. The Quantitative Research Expert shall have:

- i. a relevant university degree in statistics, economics, social sciences, psychology, or a related field;
- ii. at least five (5) years of professional experience in the design and coordination of quantitative research activities;
- iii. proven experience in coordinating at least five (5) quantitative research campaigns with sample sizes of 350 or more legal and/or natural persons;
- iv. demonstrated knowledge of quantitative survey methodology, including sampling design, questionnaire development, data collection, and quality control;

- v. experience in data processing, validation, and preparation of quantitative data for analysis;
 - vi. experience working with public sector institutions and/or governance or public service reform projects;
 - vii. experience in donor-funded projects, including World Bank–financed assignments, shall be considered an advantage;
 - viii. knowledge of English and/or Serbian shall be considered an advantage.
37. The Consultant will provide details of three clients of the similar surveys conducted in last 5 years with contracted amount exceeding 25,000€ for each reference.
38. A proof that the Consultant performed surveys related to the land policy area or surveys of the similar complexity related to perception of services provided to public and private sector by the Governmental institution will be considered as advantageous.

7 Selection

39. The Consultant firm will be selected in accordance with CQS method set out in the World Bank’s Procurement Regulations for IPF Borrowers (February 2025).