

TERMS OF REFERENCE

FOR THE SELECTION - Expert for conducting a comprehensive Gap analysis on the root causes of inefficient cooperation in criminal matters between judicial authorities, police and customs within the project “The Cost of Corruption for Montenegro”

Reference number: 10-79/45-2025/W/01

Podgorica, 1st July, 2025



Funded by
the European Union



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BACKGROUND INFORMATION

The project titled “**The Cost of Corruption for Montenegro**”(hereinafter: Action), grant contract number: 10-79/45-2025, dated January 27, 2025, implemented by the “**Center for Democracy and Human Rights**” (CEDEM), It is funded by the **European Union** through a call implemented by the **Macedonian Center for International Cooperation (MCIC) and the SELDI.net network (Southeast European Leadership for Development and Integrity)**, developed with the **overall objective** to contribute to the reduction of national-level corruption in Montenegro by leveraging the framework of the United Nations Convention against Corruption (UNCAC), thereby strengthening democratic institutions, advancing the rule of law, and reducing transnational crime and its enablers. The specific objectives are: SO1. To increase the capacities of current and future public officials on anti-corruption measures; SO2. To increase public trust in governmental institutions in Montenegro.

OBJECTIVE, PURPOSE & EXPECTED RESULTS

Overall objective

The aim of the call is to engage expert for conducting a comprehensive Gap analysis on the root causes of inefficient cooperation in criminal matters between judicial authorities, police and customs

SCOPE OF THE WORK

General

The purpose of this contract is to engage three expert who will for conducting a comprehensive Gap analysis on the root causes of inefficient cooperation in criminal matters between judicial authorities, police and customs. The experts will examine of the causes for inefficient cooperation in criminal matters in Montenegro from several aspects. The analysis will further examine the Montenegrins' obligations from the AC Roadmap agreement with UNODC, along with the target within the EU Accession path.

Three experts would be engaged for successfully conducting this analysis, and creating a publication reporting on its results, including recommendations for improvement. It will be published and distributed electronically.

Specific Activities

Three Experts will be responsible for:

- 1. Conducting a Gap Analysis**
 - Analyze existing mechanisms and practices of cooperation between judicial authorities, police, and customs services in criminal matters.
 - Identify key causes and obstacles contributing to ineffective cooperation in practice.
 - Prepare a comprehensive report (gap analysis) with findings and recommendations for improving inter-institutional cooperation.
- 2. Analysis and Monitoring of Obligations under the AC Roadmap (Anti-Corruption Action Plan)**
 - Review and analyze the current status of obligations arising from the AC Roadmap agreement with UNODC.

- Identify areas where progress has been made and areas requiring further action.
 - Prepare recommendations for further improvement of AC Roadmap implementation.
3. **Analysis of Alignment with the Requirements and Objectives of the EU Accession Process (EU Accession Path)**
- Analyze the alignment of existing institutional and legislative frameworks in the field of anti-corruption and cooperation in criminal matters with relevant EU requirements and standards.
 - Identify gaps and provide recommendations for their resolution in order to meet the conditions for further progress in the EU accession process.
4. **Preparation of the Final Publication**
- Based on the analyses conducted, prepare a comprehensive publication consolidating findings and recommendations from all three areas (gap analysis, AC Roadmap monitoring, and EU Accession Path alignment).

Methodology

The Experts will work in close collaboration with the project team, institutional representatives, and other relevant stakeholders to ensure a thorough and context-specific analysis. All activities were carried out in alignment with the project's objectives and under the guidance of the Project Manager.

The deliverables included:

1. **Gap Analysis Report**

- A detailed analysis of the current cooperation mechanisms between judiciary, police, and customs in criminal matters
- Identification of key challenges, causes of inefficiencies, and institutional barriers
- Recommendations for improving inter-institutional cooperation
- *Format:* Word/PDF document (in Montenegrin and/or English)

2. **Report on the Analysis and Monitoring of AC Roadmap Implementation**

- Assessment of the implementation status of obligations under the AC Roadmap agreement with UNODC
- Identification of areas of progress and areas needing further action
- Recommendations for enhancing the implementation of AC Roadmap commitments
- *Format:* Word/PDF document

3. **EU Accession Path Compliance Analysis Report**

- Evaluation of the alignment of national institutional and legislative frameworks (in anti-corruption and criminal cooperation) with relevant EU requirements and standards
- Identification of gaps and formulation of recommendations for reform
- *Format:* Word/PDF document

4. **Final Consolidated Publication**

- A comprehensive publication summarizing findings and recommendations from all three areas of analysis (gap analysis, AC Roadmap, EU Accession Path)
- Prepared for electronic publication and distribution
- *Format:* Designed PDF document, in Montenegrin and/or English

LOGISTICS AND TIMING

Location

Montenegro

Start date and period of implementation

The assignment is expected to last 6 months from 1st August 2025 to 31st January 2026, with a possibility of extension based on project needs and performance. The expert will work on a freelance basis, with a flexible schedule agreed upon with the project team.

Payments for the deliverables will be made in a single instalment, upon completion of the engagement period, and will be subject to a quality review, clearance, and acceptance by the Project Manager and Director.

REQUIREMENTS

The expert must fulfil the following requirements:

Educational Qualifications:

- The proposed expert must possess at least a university degree.
- Formal education should demonstrate a strong academic background, with proven research or analytical orientation.

Professional Experience:

- At least five years of relevant professional experience.
- Experience in working with or within international organizations, civil society, or public institutions in the Western Balkans will be of preference,
- Demonstrated expertise in project coordination, legal analysis, and monitoring of judicial or electoral processes is required. Previous involvement in EU-funded or donor supported initiatives, including research, drafting legal assessments, or contributing to policy recommendations, financial and administration management will be regarded favorably

Key Competencies & Skills:

Communication & Engagement:

- Strong coordination and communication skills, demonstrated through multi-stakeholder project environments involving international donors, civil society, and state actors.
- Experience in trial monitoring methodologies and data-driven approaches to legal system performance evaluation.

Language:

- Fluency in English and Montenegrin (both written and spoken).

Application Procedure:

The offer must be submitted in 1 (one) original. In the case of submission by e-mail, the tenderer will submit a scanned, signed original tender. The publisher of this call can reject all offers that do not use the prescribed form.

The offer consists of:

- standard form for submission of offers and technical offer, which is available in part B of the tender documentation and
- the financial offer, which is available in part C of this tender file. The financial offer must be submitted in a separate envelope.

In addition to the offer, the tenderer is obliged to submit the following supporting documentation (in copies or scanned versions in the case of submission by e-mail):

- Portfolio/CV of the tenderer.

Offers will be submitted by e-mail, in person – hand delivery, by post or courier to the following address:

Centar za demokratiju i ljudska prava (CEDEM)
Bulevar Džordža Vašingtona 92,
81000 Podgorica, Montenegro

Offers will be contained the following information:

- Tenderer 's name and address
- Title of the tender: TERMS OF REFERENCE FOR THE SELECTION - Three experts to carry out a comprehensive analysis of the root causes of ineffective cooperation in criminal proceedings in Montenegro. within the project "Cost of Corruption in Montenegro" – Montenegro
- Reference number: 10-79/45-2025/W/01
- Marked clearly with notice: "Do not open before the tender opening meeting"

The applicant must include a financial offer together with all other requested documents, taking into consideration the objectives of the assignment, the tasks to be performed and deliverables requested. Please note that the financial offer must include all costs with the maximum limit of up to 1.000,00 EUR per expert.

Deadline for submission the offers is 14th July 2025 at 13:00h p.m. Any offer received after this deadline will be automatically rejected.



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