

Terms of reference for the engagement of
Locally contracted expert
on TCT Support in establishing of the Traffic Safety Improvement Coordination Body for
Montenegro

1. Background

The Transport Community is an international organisation in the field of mobility and transport. It has 36 participants – the European Union Member States represented by the European Commission, the Southeast European Parties (the Republic of Albania, Bosnia and Herzegovina, Kosovo*, Montenegro, the Republic of North Macedonia, and the Republic of Serbia - hereinafter referred at collectively as “regional partners”) and the three observing participants (Georgia, Republic of Moldova and Ukraine). Transport Community is working on integrating Western Balkans’ transport markets into the EU by assisting the regional partners in adopting and implementing the EU legislation in the transport field and supporting projects connecting the region with the EU.

The organisation was founded with a Treaty¹ Establishing the Transport Community, signed on 9 October 2017 by all partners (Council Decision (EU) 2019/392).

The aim of the Treaty, therefore, is the creation of a Transport Community in the fields of road, rail, inland waterway, and maritime transport as well as the development of the transport network between the European Union and the Western Balkan Parties. The Transport Community shall be based on the progressive integration of transport markets of the South East European Parties into the European Union transport market based on the relevant acquis, including in the areas of technical standards, interoperability, safety, security, traffic management, social policy, public procurement and environment, for all modes of transport excluding air transport. For this purpose,

* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence

¹ <https://www.transport-community.org/wp-content/uploads/2022/10/treaty-en.pdf>

Ref. No. 491/1-05-2025

this Treaty sets out the rules applicable between the Contracting Parties under the conditions set out hereinafter. These rules include the provisions laid down by the acts specified in Annex I².

As part of the broader EU integration agenda, the Western Balkans have committed to aligning their transport policies, systems, and infrastructure management practices with EU standards.

Road Safety issues are among the crucial issues for all Western Balkans regional partners. Based on last adopted Transport Community Action Plans and EU Acquis Progress Report there were delays in various initiatives, such as establishing Road Safety Agencies and improving data collection systems. However, some regional partners have adopted Road Safety Strategies and Action Plans, and some had made significant efforts to improve high-risk road sections and ramp up enforcement against speeding, alcohol use, and seat belt compliance.

2. Description of the assignment

Montenegro, as a signatory of the Transport Community Treaty, has committed to strengthening road safety management, promoting safer infrastructure, protection of road users, and enhancing cooperation and exchange of experience, while new Road Traffic Safety Improvement Strategy 2024-2030 with the Action Plan 2024-2025 for Montenegro has been adopted by the Government of Montenegro in July 2024. Following the Action Plan 2024-2025 the establishment for the Body responsible for the coordination of traffic safety improvements was recognized as one of the priority activities. The Traffic Safety Improvement Coordination Body comprises ministers of internal affairs, transport, education, health, justice, and finance. Its responsibilities include managing, organizing, and coordinating the activities of state administrative bodies and other relevant organizations in implementing the Action Plan. The Body also determines priorities, sets deadlines and timelines, evaluates achieved results, and provides recommendations for the next period of the Action Plan's implementation.

In the EC Progress Report for Montenegro for Negotiation Chapter 14 - Transport Policy, Montenegro has been recommended to adopt a new Road Traffic Safety Improvement Strategy in line with the EU's standards and in July 2024, Montenegro adopted the Road Traffic Safety Improvement Strategy for the period 2024–2030 together with the Action Plan 2024-2025. Effective institutional management, characterized by shared responsibility among all participants,

² <https://www.transport-community.org/wp-content/uploads/2024/07/annex-1.pdf>

Ref. No. 491/1-05-2025

is crucial for its successful implementation and for the rapid reduction of the current high number of fatalities and serious injuries on the roads.

This Body would have the primary task of ensuring efficient and high-quality cooperation among traffic safety entities in Montenegro, leading to improved traffic safety management. These obligations stem from the EC Progress Report for Montenegro for Negotiation Chapter 14 - Transport Policy, as well as from the Transport Community's Action Plan, which calls for the establishment of an Agency for Traffic Safety. However, beyond these international commitments, the situation and data from 2024 reveal a concerning level of traffic accidents, with a public risk of 120 deaths per million inhabitants. This situation is alarming and demands a serious and urgent response from all relevant authorities. Given the current trends and the severe consequences of traffic accidents, it is clear that one of Montenegro's fundamental challenges in traffic safety is the lack of an efficient protective system, specifically, a comprehensive traffic safety management system. Establishing such a system would be essential for continuously improving the traffic safety situation in the country.

In this context, the assignment focuses on support in the establishment of the Traffic Safety Improvement Coordination Body, in line with best EU practices and Transport Community objectives.

The **overall objective** is to provide targeted technical assistance to define the structure, competences, proposals and plans of the National Traffic Safety Improvement Coordination Body for Montenegro, aligned with EU standards, regional and national strategic goals.

The **specific objectives** are to:

- Define the structure and competences of the future National Traffic Safety Improvement Coordination Body for Montenegro and Traffic Safety Improvement Coordination Bodies at local level as well;
- Describe the rules of procedures and plans for an effective work primarily based on the state of traffic safety on the roads in Montenegro, and aligned with EU standards, the Transport Community's Next Generation Road Action Plan (2025–2027), international best practices and Montenegro's Action Plan of the Road Traffic Safety Improvement Strategy;

Ref. No. 491/1-05-2025

- Provide recommendations on stakeholder roles, coordination mechanisms, and capacity-building needs to support the future work of the National Traffic Safety Improvement Coordination Body and local Traffic Safety Improvement Coordination Bodies.

3. Scope of work

The expert will work under the supervision of the **Ministry of Transport of Montenegro** (the end beneficiary), in close coordination with other relevant institutions and stakeholders, as applicable.

The assignment will consist of the following tasks:

Task 1: Institutional and Legal Framework Review (3 days)

- Review the existing strategic, legal, institutional, and operational framework relevant to road safety in Montenegro;
- Assess institutional roles, administrative capacities, and potential overlaps or gaps in responsibilities for the road safety issues.

Task 2: Stakeholder Needs and Functional Requirements (2 days)

- Conduct consultations with key stakeholders (e.g., Ministry of Interior Affairs, Police Authority, etc.) to identify current practices, data availability, plans and expectations for the National Traffic Safety Improvement Coordination Body;
- Identify required data inputs and sources (e.g., action plans, data on traffic accidents, etc.).

Task 3: Drafting the acts (5 days)

- The Decision on the establishment of the National Traffic Safety Improvement Coordination Body, including expert working groups and including the recommendations for the establishment of local Traffic Safety Improvement Coordination Bodies,
- The Rules of Procedure for the National Traffic Safety Improvement Coordination Body.

Task 4: Drafting the Action Plan of the Road Traffic Safety Improvement Strategy 2024-2030 for the next programming period 2026-2027 (5 days)

- Prepare a draft of the Action Plan for 2026-2027 taking into account the current state of traffic safety on the roads in Montenegro, as well as currently valid Action Plan of the Road

Ref. No. 491/1-05-2025

Traffic Safety Improvement Strategy 2024-2030 for Montenegro and the Road Safety
Action Plan 2025-2027 of the Transport Community.

4. Evaluation Criteria

Propose objective criteria for evaluating technical and financial proposals submitted by potential contractors, such as:

- Technical quality and approach,
- Relevant experience and qualifications,
- Proposed implementation timeline and methodology,
- Price competitiveness and cost-effectiveness.

All the above tasks should be completed to ensure consistency with national transport strategies and key EU and regional documents, including:

- EU Transport Policy and EC Progress Report for Montenegro,
- Transport Community Treaty,
- Transport Community Road Safety Action Plan 2025-2027,
- Economic and Investment Plan for the Western Balkans,
- Green Agenda for the Western Balkans,
- Strategy for Sustainable and Smart Mobility in the Western Balkans,
- Growth Plan for the Western Balkans and the Reform Agenda for Montenegro,
- Montenegro's strategic documents like newly adopted Road Traffic Safety Improvement Strategy 2024-2030.

5. Deliverables

The expected deliverables are:

1) Institutional and Legal Framework Review

Ref. No. 491/1-05-2025

- Content: Overview of the strategic, legal, institutional and operational context for road safety in Montenegro, identification of responsibilities, gaps, and coordination issues.
- Length: Approx. 3 - 5 pages (excluding annexes).

2) Stakeholder Needs and Functional Requirements

- Content: Key stakeholder needs, necessary competences, communication and coordination mechanism.
- Length: Approx. 3 - 5 pages (excluding annexes).

3) Drafting the acts

- Content: Full drafts of two acts (Decision on the establishment of the National Traffic Safety Improvement Coordination Body, including expert working groups and Rules of Procedure for the National Traffic Safety Improvement Coordination Body) suitable for the official adoption by the Government of Montenegro, and recommendations for the establishment of local Traffic Safety Improvement Coordination Bodies.
- Length: Approx. 6 - 10 pages (excluding annexes).

4) Drafting the Action Plan 2026-2027 (the next programming period) of the Road Traffic Safety Improvement Strategy 2024-2030 for Montenegro

- Content: Summary of proposed measures and activities with key responsible institutions and deadlines for implementation which will be suitable for further adjustments and adoption by the National Traffic Safety Improvement Coordination Body and later by the Government of Montenegro.
- Length: Approx. 30 pages.

5) Final Report

- Content: Summary of activities, findings, methodology, stakeholder feedback, and recommendations.
- Annexes: All deliverables listed above, plus any meeting minutes or stakeholder inputs collected.
- Length: Approx. 5 - 8 pages (main text, excluding annexes).

6. Qualifications and exclusion criteria

- a. A university degree (minimum 4 years) in Transport Engineering, Transport Planning, or a closely related field is required.
- b. Postgraduate education in the field of road traffic safety will be considered an asset.
- c. Any professional/civil servants working in the end-beneficiary institution are ineligible to apply.

7. Work experience

- a. A minimum of ten (10) years of professional experience in road traffic safety.
- b. At least four (4) relevant completed projects related to road traffic prevention and safety.
- c. At least one (1) project involving the development of strategic documents regarding road traffic safety within the last three (3) years will be considered an asset.
- d. Prior experience working in the Western Balkans or neighbouring EU/EU pre-accession countries will be considered an asset.

As proof of points a), b) and c) a reference letter confirming the criteria above should be included.

8. Languages

- Proficiency in English and the Montenegrin language.
- The Final Mission Report shall be submitted to the TCT Secretariat in English.

9. Timing and Location

Ref. No. 491/1-05-2025

- The assignment foresees work from home/online or in person meetings in the **Ministry of Transport of Montenegro** (the end beneficiary). The assignment is expected to start in September 2025.

10. Remunerations

The assignment foresees up to 120 working hours or 15 working days of engagement for the expert with a maximum value of EUR 3,750. The payment will be made in one instalment after completing all the tasks and submitting payment documents as stated in the Contract.

The final outputs will be subject to the TCT Secretariat and the end beneficiary, with quality control and approval before payment is executed.

Note: No other costs will be covered besides the expert cost per day.

11. Financial Offer

The financial offer should be shown in a form showing the price per working day of 8 hours.

The offer with the lowest price will be scored with a maximum of 20 points.

12. Selection and Award criteria

Selection will be done based on work experience.

Work experience	Minimum score	Maximum score
A minimum of ten (10) years of professional experience in road traffic safety	20, for at least ten (10) years of relevant experience in road traffic safety.	30

Ref. No. 491/1-05-2025

	Every additional year, the score will be 2 points up to the maximum score.	
At least four (4) relevant completed projects related to road traffic prevention and safety	20 for at least four (4) completed projects related to road traffic prevention and safety. Every additional reference will be scored 2 points up to the maximum score.	30
At least one (1) project involving the development of strategic documents regarding road traffic safety within the last three (3) years	0	10
Prior experience working in the Western Balkans or neighbouring EU/EU pre-accession countries will be considered an asset	0	10
Total	40	80

The above-mentioned work experience will be scored based on the information provided in the CV and the reference letters as per point 6) of this ToR.

The total maximum score for the selection criteria is 80. The total maximum score for the financial offer is 20.

The offer with the highest score, combining work experience and offered price, will be proposed for the assignment, and the Contract shall be signed.

No subcontracting is allowed for the assignment.