

## Terms of reference

### Recruitment of a consultant for the Functional Assessment of Public Administration Structure in Cabo Verde

#### 1. CONSULTING INFORMATION

**Title PUBLIC ADMINISTRATION REVIEW**  
**Department/Unit: Governance**  
**Reports to: Head of Governance Unit**  
**Duty Station: Cabo Verde**  
**Expected Places of Travel (if applicable): TBD**  
**Duration of Assignment: 120 days**  
**Closing Date:**

#### 2.Context and Justification

Cabo Verde is an archipelago of 4033 Km square, situated in the northern part of the Atlantic Ocean. The country is part of Africa. Cabo Verde has around 500,000 inhabitants with a large diaspora, mostly concentrated in Europe and United States of America. Cabo Verde is a functioning democracy and elections are held periodically and different political parties alternate in forming governments. Cabo Verde is a lower Middle Income country, and the current economic growth rate of 2% is considered insufficient for sustained development. The public debt ratio, expected to reach more than 120% of GDP in 2017 is a source of concern. Official development aid is shrinking. The poverty rate is 24.2% (extreme poverty stands at 9.9%). Unemployment is especially high among the age group 15-24 (28.6%), while the national average stands at 12.%. The increasing fiscal deficit has raised questions about the costs of the current public sector and return on public investments. A more discerning and demanding citizenry and private sector put additional pressure on public service performance. Unsurprisingly, a debate has emerged on the size and role of the public service and the need for fair, responsive and inclusive public services.

Under the New Government Program, the Government has defined a short-term action plan that elected five strategic pillars, including the commitment to relaunch the economy, to promote sustainable economic growth with a view to increasing security, fighting unemployment and poverty. To achieve these strategic objectives, it is necessary to improve the quality of governance and the performance of public administration.

The Government has also committed to increasing transparency by strengthening mechanisms to prevent corruption in public sectors. It recognizes the importance of promoting the regulation of open administration and governance, based on the principles set out in the Constitution and in the Legislation of Administrative Procedures. It is the intention of the Government to build a public machine of excellence and efficiency, at the service of citizens and a partner of growth and economic development.

The Cape Verdean Public Administration consists of central and local authorities and its performance is one of the critical factors for the country's development. It faces a number of challenges namely excessive centralized decisions, with insufficient planning of human resources for development and it is oriented more on processes rather than on results. There is evidence of weak institutional capacities to absorb innovations at central and local level. So the challenge is to restructure the public administration for it to become «fit for purpose».

The new Government of Cabo Verde, which took power in April, following elections in March 2016, subscribed to a redefinition of the size and attributions of the public administration system. A reduction in the number of ministries and the reduction of some organizational structures are particularly aimed at strengthening the coordination and level of efficiency of the public administration to reduce circuits, eliminate waste of resources and unnecessary procedures in order to promote efficiency and quality of services provided to citizens. This institutional model was also strategically chosen to deepen the degree of decentralization of the country, allowing the municipalities to assume a more prominent role, assuming responsibilities in the domains of government activity, coupled with a new strategy of distribution of resources and power.

## I. Objectives and technical approach

In this context, the Government of Cabo Verde, therefore, plans to conduct a functional review of the public administration which regards to those elements that most directly impact the performance of the organization ('Fit for Purpose'). The performance of the public administration, in this case, is assessed by the ability of the public administration 1) to deliver on the government priorities, b) to respond to citizens' needs and demands, and 3) to collaborate with the private sector.

Key components of the public administration to collaborate with the private sector are: identification of core elements of government priorities and citizens demand to be delivered by the public service, by the private sector and jointly by the public service and the private sector; effective delivery interface between public service and private sector; transparent (and efficient) procurement and reporting processes for PPPs and private sector public value delivery, and, mechanisms that emphasize regional PPPs and private sector public value delivery, among other things.

The objective of the functional review is therefore to assess current state of affairs in the public administration of the key components of the three pillars of performance (in other words, to determine whether the public administration is fit for purpose). In so doing, the consultant is required to:

- identify gaps (while paying attention to notable exceptions and 'positive deviances');
- propose a multi-phased organizational capacity development plan to bridge the gaps (including key opportunities for quick results);
- propose processes to address structural issues such as interministerial strategic cooperation, public administration–citizen interfaces and division of labor between public and private sector;
- propose multiple timelines with regards to improving 'front-office' (immediate) and 'back-office' (inversely, mid-term) performance issues, by sector as well as inter-sectorally; and;
- suggest a change management strategy for the government.

In order to achieve the above, the consultant will:

i) diagnose the Public Administration in the Institutional and Human Resources dimension to know the organizational capacity of the public machine and its real capacity to respond to the challenges of the Government Program.

ii) propose recommendations to improve the organizational efficiency of Human Resources and that will reflect in the improvement of services.

iii) identify the strong and weak aspects of the resizing of the public machine according to the new organizational structures and the objectives of the Government Program.

- iv) identify sectoral improvement measures considering the organigrams and government programs
- v) identify a sectoral plan of action adequate to the strategic axes of the Government Program and according to the organic law of the sectors
- vi) identify the mechanisms for implementation and follow-up by sector

## II. Methodology

The Assessment and Recommendations will be done in close collaboration with the dedicated task force of the National Direction of Public Administration and designated Ministry management and staff representatives, in that the consultant will be a lead methodological facilitator with a focus on national capacity building throughout the process. Review of existing documents and previous institutional reform initiatives specifically those developed through previous projects is necessary. Coordination with any ongoing relevant projects is a must. The Assessment should also be based on consultations with all relevant stakeholders through in-depth interviews, focus group discussions, and other relevant qualitative methods, when required.

The end result should be a thorough and consistent diagnosis of the Public Administration reflecting a state of affairs of the public machine, and a concrete change management strategy to reshape the public administration to be «fit for purpose». Thus, it is expected that the consultant will undertake a profound analysis of public administration institutions (under the purview of 14 ministerial departments) including, but not limited to, the following organizational aspects:

- *Support functions*

- Support for Governance (in all Ministries)
- Planning, strategy, evaluation and international cooperation services
- Audit and Inspection
- Financial Control
- Resource management
- General administration services
- Services of Information and Communication Technologies

- *Shared Services*

- Operational Functions according to the mandate of each ministry
- Structure taking into account the specificity of each of the Ministries
- Quality and proximity of services
- Staffing table, management tools and human resources profile
- Coordination and supervision of the decentralized services
- Administrative supervision of decentralized services

The analysis will provide the foundation for specific recommendations and structural reform proposals of the public administration, which might include:

- Restructuring of Ministries
- Rationalization and simplification to improve steering and coordination functions
- Reinforcement of strategic planning and governance
- Rationalization of operational structures
- Rationalization and outsourcing of productive functions and service provision
- Segregation and concentration of functions
- Fusion and reduction of structures
- Reinforcement of autonomies

Improved process, work and performance quality  
Proximity of citizens and businesses  
Capacities in human resources and training policy  
Deconcentration and decentralization

The Assessment is expected to closely observe the workflow and processes and determine existing bottlenecks. A workshop by Ministry will be conducted to discuss the preliminary findings of the assessment before final report submission.

The following key issues should also be included as part of the Assessment:

**I. Legal and Normative Documentation**

- Legal and regulatory framework and documentation of each Ministry
- Organizational hierarchy and legal authority in each Ministry
- Assessment of legal conformity and coordination (horizontal and vertical) with other entities

**II. Organizational Performance and Capacity**

- Existence of identified performance indicators within each Ministry's mission, mandate and/or internal regulations.
- Existing means and available data to assess and measure each Ministry's efficiency and effectiveness.
- Indicators of each Ministry's achievement of objectives, commitments, and targeted results and efficient utilization of its human, financial and physical resources.
- Sustainability of adequate funding to support existing programs and operating cost (Specifically Human Resources) and adequacy of planning related to needed resources.
- Organizational culture of in each Ministry in relation to accountability and delivery of results.
- Availability of qualified human resources, adequate physical infrastructure and information technology systems to carry out the work and achieve related objectives.

**Scope of the consultancy work:**

Central Services

Deconcentrated services and Decentralized services (including Independent Administrative Entities, Public Institutes, Funds and Autonomous Services)

**IV. INSTITUTIONAL ARRANGEMENTS: INSTITUTIONAL ARRANGEMENTS**

The consultancy will be undertaken under the supervision of the United Nations Development Programme (UNDP)/Governance Unit in Cabo Verde in close coordination with the regional Policy Advisor on Public Administration Reform and the UNDP Center of PA Excellency in Singapore. The Ministry of Finance-National Direction of Public Administration will provide the consultancy with a dedicated task force of experts from the public administration sector who will be an integral part of the team to undertake the process of assessment, diagnostic and recommendations, will provide all necessary background and substantive aspects and will be responsible for oversight of implementation. All products of the consultancy will have to be certified as technically accepted by both parties (UNDP and Government of Cabo Verde).

The Consultant with the support of the National Direction of Public Administration and indicated manager in each Ministry will be responsible for the writing a final assessment report with main conclusion and recommendations and the reform action plan for each Ministry.

To assure the liaison between the international consultant and team with the National Direction for Public Administration, the quality of the products of this consultancy, the facilitation in the provision of national documentation and in the organization of meetings, a national consultant will be hired to work with the internal consultant and his team

## V Consultant Profile

The consultant should have

- Master's degree in Political Science, Public Administration, Management, Public policies, Organizational Sociology, Economics, Organizational Psychology, Law or other similar fields;
- At least 10 years of specific professional experience in policy development and/or carrying out strategic analysis like institutional needs assessment, functional review, sectoral analysis and capacity development
- Fluency in Portuguese or Spanish
- International expertise and experience in the domain area

The consultant may complement himself/herself by hiring others experts for specific areas that he/she understands necessary to guarantee the quality of products to be delivered. The CV of additional experts should be part of the proposal. In this case, at least one team member should be fluent in Portuguese (speaking and writing) even if he/she as team leader is not fluent in Portuguese but he/she should be fluent in English, or French or Spanish. It is important that the consultant as team leader has abilities in French or Spanish that assure communication which will be considered as advantages.

## VI. Management and Organization

### **UNDP**

- UNDP will be responsible for overall contract management to ensure that the assessment work is delivered as per the agreement and in line with the work plan of the project.
- UNDP will be responsible for the contextual alignment of the assessment to international standards and principles such as national ownership, effectiveness and efficiency, as well as sustainable development priorities.

The Ministry of Finance- National Direction of Public Administration, in coordination with each Ministry under assessment

- The National Direction of Public Administration create a dedicated, full-time multi- sectorial team to work with the consultancy to ensure adaptation to national context and national ownership
  - Each Ministry will indicate the focal point that will be working permanently with the consultant
- Will provide access to all relevant information pertaining to internal procedures, regulations, human resources, finance and operations.
- Will ensure that required workshops and questionnaires will be timely filled in and sent out to the Assessment team;
- Will facilitate the internal work processes of the Assessment team with the relevant subdivisions and to ensure timely and qualitative inputs to the assessment and capacity development response.

- Will provide the assessment team with working space, access to Internet, a printer and a telephone line.
- Will organize and ensure a workshop will be organized at the end of the assignment to present main findings to relevant stakeholders by each Ministry under assessment

#### The Consultant

- Will ensure that the tasks are implemented timely as agreed in the work plan and in the contract.
- Will be able to access any documentation related to the assignment and will treat this information as confidential;
- Will be responsible to follow-up on agenda for meetings and interviews;
  - Will be responsible for ultimate delivery of deliverables

### V.Results

From this consultancy are expected the following products, which will affect payments to be made:

1. Report (general report as well as sectoral reports) that will contain an executive summary, analysis, conclusions, recommendations and the general and specific objectives referred in this terms of reference and the inputs collected from workshops discussions.
2. A General Change Management Action Plan for the Restructuring of Public Administration with strategic recommendations by sector and their respective Mechanisms for Monitoring and Evaluation.
3. The Sectoral Action Plans and their respective Mechanisms for Monitoring and Evaluation.
4. Socialization and presentation of the report to the sectors to collect inputs that will be inserted and considered in the final version.

The table below describes the results and deadlines that must be strictly observed:

Outputs	Period	Payment
1. Methodological note and work plan approved by UNDP and DNPA	5 days from contract signing date	20%
2. Assessment of first 5 Ministries with the respective reform plan of action prepared, validated and technically accepted by UNDP and DNPA	60 days after the contact signature	25%
3. Assessment of second 5 Ministries with the respective reform plan of action prepared, validated and technically accepted by UNDP and DNPA	120 days after the contact signature	25%
4. Assessment of last 4 Ministries with the respective reform plan of action, final report (general) and global Public Administration Change Management Action Plan for reform drafted prepared, validated and technically	180 days after contract signature	30%

accepted by UNDP and DNPA		
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## VI. Work place and Duration

The consultancy is to be carried out in Praia, Cabo Verde, with the possibility of travels to some municipalities, if needed, to study possibilities for decentralization. In this case, travel will be arranged by the UNDP Country Office. The assignment is for 120 working days, over a period of 180 calendar days.

## VII. Applications' Evaluation Criteria

Applications will be assessed according to the criteria and ensuing scores:

- Analysis of the Curriculum Vitae (**30 points**) - divided by i) academic qualifications (5 points); ii) experience in public administration functional organization (15pts); iii) experience in similar work (10pts);
- Quality of the technical proposal (**40 points**) divided by i) alignment with the terms of reference (10pts); and ii) methodological proposal, including the work plan (30pts).
- Financial Proposal - 30 points.

## VIII. Application Process

Interested consultants must submit their application to the Joint UNDP, UNFPA and UNICEF Operating Services Office, at email address: [procurement.cv@cv.io.un.org](mailto:procurement.cv@cv.io.un.org), until **15 May 2017, 11.59pm local time (Cabo Verde)**.

**Incomplete applications or applications received after the closing date will not be accepted.**

The dossier should include the following elements:

1. Curriculum Vitae, which must include the qualifications, experience and detailed expertise.
2. P.11 form filled (**annex**).
3. A methodological note presenting with clarity and precision the organization and work management, procedure, tools and tasks to accomplish.
4. A calendar of activities, taking into account the deadline, which is 120 working days over a maximum period of three 6 months (180 calendar days).
5. A financial proposal that includes fees, travel, visa and other consulting expenses (Lumpsum).
6. A cover letter confirming the interest and availability for the consultancy (**annex**).