2013

Enhanced Service Delivery Project
End of Term Evaluation

UNDP Lesotho

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Contents

Acronyms

BPR	Business Process Reengineering
CP	Country Programme
ESD	Enhanced Service Delivery
FDG	Focus Group Discussion
MHA	Ministry of Home Affairs
MPs	Member of Parliament
MPWT	Ministry of Public Works and Transport
MPS	Ministry of Public Service
PS	Principal Secretary
PSRIP	Public Sector Improvement and Reform Programme
SACI	Southern Africa Capacity Initiative
SWOT	Strengths, weaknesses, opportunities and threats
RR	Resident Representative
TOR	Terms of Reference
UNDAF	United National Development Assistance Framework
UNDP	United Nations Development Programme
USAID	United stated Agency for International Development

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1. Executive Summary

This report provides an independent assessment of the Enhanced Service Delivery Project. The Project was implemented in Lesotho from 2009-2012 with a one year extension to 2013. It was implemented as a policy level project with participation of Government of Lesotho Ministry of Public Service (MPS) as the Project implementer, departments and unit within the ministries of Home Affairs, Public Works and Transport as clients. Over the implementation period funding was received from UNDP with contribution from USAID. The total committed resources for the 5 year period were USD$867,589.

The end of term evaluation responds to the evaluation criteria of relevance, efficiency, effectiveness, sustainability and impact. The evaluation methodology was informed by the UNEG principles of inclusion of all categories of stakeholders engaged with the project; participatory methods through involvement of UNDP staff in the design of the evaluation and engagement of stakeholders at the Validation Meeting held in Maseru on September 26, 2013. Mixed methods were used in data analysis done through SPSS and Excel.

The ESD Project "Strengthened Capacity of Selected Government Institutions and Other Public Service Providers to Support Delivery of Public Services," contributed to the Country Programme (CP) Outcome [1] that ultimately contributed to the overarching UNDAF Outcome 4[2].

Summary of Findings

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[1] Demand driven and decentralised public service delivery based on claim holder aspirations and participation strengthened

[2] Governance institutions strengthened ensuring gender equality, public service delivery and human rights for all by 2012

Relevance

The ESD Project built upon lessons from previous initiatives, from the 1990s Public Sector Improvement and Reform Programme (PSIRP) that had identified major gaps affecting service delivery in the public sector, and SACI Initiative of 2007 that tested and found Business Process Reengineering (BPR) a change management methodology relevant in identifying broad systemic flows within Lesotho public sector. However limitations were noted in the application of the BPR methodology with a "one size fits all" approach that failed to fully address diverse leadership, operations, cultures and preparedness for change of the 7 clients of the Ministry of Public Service ESD Team, that were drawn from the Ministry of Home Affairs and, Ministry of Public Works and Transport.

Relevant methods and channels were employed in engagement of stakeholders that included senior government officials, project management structures i.e. Management Advisory Board and the ESD Team, senior officials within MPS and UNDP, and engagement of technical staff in the client ministries.

Efficiency

The respondents found project management arrangements adequate with 2 management structures i.e. the Management Advisory Board and ESD Team responsible for advisory role and implementation respectively and sufficient reporting and feedback mechanism with both MPS and UNDP prior to 2012. The evaluation found risk management by the ESD Project low in addressing external and internal challenges that included; i) leadership change as a result of 2012 elections that resulted in loss of the key advocates within government, ii) lack of communication between the ESD Team and new management that handicapped their ability to support

client implementation of the recommended changes and continuity of activities beyond the UNDP funded period

At the end of the project, UNDP had raised $966,000 of the projected $1,666,000 (2012 revised budget). Total expenditure was $867,589 over the 5 year period with 90% funds utilization rate. 61% of the budget was utilized between 2010 and 2011, with funding of key activities that including training workshops, research, communication forums and material. Overall financial management could have been improved by timely release of funds for budgeted activities and contracting of events and services according to plan.

Effectiveness

The value addition of the project was noted as the establishment of a task oriented team that consisted of committed and passionate individual who drove the change process. The customised leadership training was effective in developing relevant skills that enabled their engagement with clients, professional conduct such as punctuality to meetings, commitment to their work and readily available to support their client. It was noted that the BPR process has a number of phases that the ESD Team was able to implement with initiation of the diagnostic process mapping, identification of gaps that needed to be addressed within the institution culture, structures, strategies, policies, communication and people. The ESD Team was effective in supporting client departments in achieving the following outputs;

i) **Ministry of Public Works and Transport (MOPWT):**

The initiative produced a number of outputs for the 2 clients within the MOPWT; Traffic **Department** outputs were a strategic plan, new structure, job descriptions and a communication strategy. However none of the outputs had been implemented 2 years later at the time of evaluation. Building Maintenance Unit in the

Public Works and Transport Ministry outputs included; process mapping exercise, strategic plan, workshops conducted to prepare staff for the proposed changes and a new structure. Other recommendations proposed were for a proactive approach that would enable assessment of government infrastructure to determine need for repair and maintenance vs. responding to client needs. The changes were still pending implementation at the time of evaluation without clear direction on how the proposed changes were to take place, given the project had ended in June 2013.

 Overall the project effectiveness was compromised by lack of project control of key success factors that included ownership by top management, commitment to implement changes and realistic understanding of requirements for implementation of proposed changes on the part of clients or availability of necessary resources to finance the planned changes.

ii) **Ministry of Home Affairs:**

The ESD project was effective in producing outputs for the **Department of Passports** that included: process mapping, standard operating procedures, a communication strategy, new structures, job descriptions and performance standards that sought to address bribery and corruption in the department. It was noted that some of the proposed changes were implemented i.e. restructuring but was not carried through to full term resulting in staff shortages in the Passport Department. The remaining proposals were still outstanding at the time of the evaluation without clear direction on how they were to be implemented.

The **National ID Department** provided a case study of effective implementation of the process to approval stage. Factors that facilitated the success included ownership of the process by the client top management, participatory process that facilitated engagement of stakeholders and diligence on the part of management to develop resource plan and budget

that were presented to Parliament for approval. The project was therefore effective in facilitation of the change process with ownership and meaningful engagement of top management in the process.

Overall effectiveness was compromised by focus on outputs without adequate oversight on the long term goal of effecting change as BPR was a means to an end and not an end in itself.

Impact

In the absence of approval mechanisms, there was no evidence of action plan and timeline for implementation by the clients. It was noted a few changes were implemented with results reported as follows; reduction in passports processing period from 21 to 2 days; anecdotal evidence of reduction in bribery for passport processing. However at the time of the evaluation, there was no evidence to support the changes had been fully anchored with the absence of data collection and monitoring systems by the project. The most significant changes of the project noted by respondents were behavior and attitude of the ESD Team members who fully embraced the professionalism principles introduced by the project within public service.

Limited project control of critical success factors i.e. top management ownership and decision making processes pertaining to the recommendations affected overall project impact at the end of the project.

Sustainability

The project did not plan for sustainability with absence of an exit strategy by UNDP or continuity plan on the part of MPS. Opportunities however exist for the two partners to continue project implementation and facilitate the change process to completion.

Lessons

Deeper understanding of the client's needs and expectation as well as the culture, preparedness for change resource, availability of resources would have informed the ESD team in presenting recommendations that were applicable.

BPR is a methodology adopted from the business sector. Its successful applicability in the public sector is depended on the adaption of the model to suit the context of public sector. Adaptation of the methodology was required for each client, given the diverse business culture, structures and processes in each of the government ministries.

Where the process was carried through to approval, effective change was facilitated by ownership, commitment by the client top management, readiness for change and openness to new ideas.

Change management project was designed as a rapid impact initiative however it evolved into long term initiatives that have lasted for more than 2 years. The project could have benefitted from determination of critical success factors and management of those variables by the change ESD Team.

BPR innovative has resulted in change in perception of MPS from an inflexible institution into an adaptable and more responsive institution. There is potential to build upon that perception and offer more client oriented services to other ministries within the Government of Lesotho.

The project has shown change can be driven by internal agents when the right people are engaged to act as change agents. Attributes like passion and commitment on the part of ESD Team members contributed to their ability to drive the process.

While the BPR methodology steps had to be followed through, interpretation of the methodology and ability to use other tools like SWOT analysis to understand

each ministry's strengthen and weaknesses, stakeholder analysis to help with targeting of the key stakeholders among others needed to be encouraged for better understanding of the clients and their operating environment.

Documentation of detailed client reports narrating the key steps taken, challenges and how they were managed, achievements and key steps for follow up would have enhanced reflection and lessons from each client project for improvement of future interventions strategies.

There was too much emphasis on addressing all identified gaps with production of numerous deliverables without prioritization of a few critical areas that could be implemented to have positive results. The project could have benefitted from realistic goal setting and phased implementation approach.

Given the transient nature of political leadership, development projects cannot rely on political structures for successful implementation but must be able to provide the same high standard of policy advice, implementation and receive the required professional support, irrespective of which political party is in power. The project was affected by political changes with the loss of the political project initiators and could have benefited from political neutrality.

Recommendations

The following recommendations are made to the ESD Project stakeholders;

Recommendation 1 Complete initiatives started under the ESD Project - ESD Team, MPS management and UNDP

- Recommendations is for UNDP, MPS management, ESD Team and client Ministry management to review work done under ESD

to determine scope of remaining work, emergent issues and develop action plan, timeline for revision, approval and implementation of recommendations.

Recommendation 2 Institutionalize service delivery function within - Min of Public Service

- Formalize plans to establish a unit dedicated to ESD services to increase efficiency and effectiveness of MPS operations Optimize knowledge and skills acquired under the ESD Project through direct engagement of ESD Team as staff or indirectly through supporting structures such as advisory board to enhance the role of service delivery by the Ministry of Public Service.
- Define clear terms of reference for MPS services with mandate, roles and responsibilities of the service delivery team and accountabilities of the Principal Secretary and Minister to their clients.

Recommendation 3 Manage key variables with clients that will increase rate of implementation MPS

- Determine prerequisites for successful contracts with MPS including client management engagement, ownership of findings and facilitation of approval processes for implementation of the recommendations.
- Draft agreement/MOU with client management ministry to agree on priorities, scope of engagement, feedback and approval processes to facilitate success rate of implementation.

Recommendation 4 Knowledge management to positively impact services

- Redesign a focussed approach that enables comprehensive service provision to clients, prioritization of few vital areas and facilitation

of process from design to implementation stage.

- Support monitoring and evaluation systems that enable client focussed approach through baseline measures of citizen satisfaction for key services, client satisfaction measurement, service standards for public service and results based performance delivery.
- Create trans-institutional knowledge management forums between the ministries to share failures, lessons and best practices
- Broaden knowledge and skills through research and development of approaches, tools, methodologies learning from case studies where approaches have worked in the past.

Recommendation 5 Continued support of MPS service delivery initiative –UNDP

- Recruitment of the UNDP Project Manager to provide continued support to MPS service delivery initiatives.
- Schedule regular meetings between Project Manager and senior management in UNDP and MPS for collective problem solving and decision making.

2. Project Background and Evaluation Objectives

2.1. Project Background

The Enhancing Service Delivery (ESD) Project implemented from 2008- 2013, built upon the outputs of a former project, the 2007 "Project on Service Delivery Process Re-engineering". The project output "Strengthened capacity of selected government institutions and other public service providers to support delivery of public services," contributed to the Country Programme (CP) Outcome [3] ultimately contributing to the overarching UNDAF Outcome 4[4] "

The project approach was informed by the following key themes: i) Institutional reform, change management and incentive systems, ii) Leadership development and iii) Ownership. The main objectives were:

   i.   Leadership and cultural change
   ii. Business process reengineering
   iii. Communications
   iv. Capacity building
   v.   Monitoring and evaluation

The above were revised and adapted from the original approved in the 2009 Project Document.[5]

2.2. Purpose of the Evaluation

The evaluation was undertaken to address the following:

   i.   Assess progress in achieving the objectives and targets of the program
   ii. Document lessons learnt, with particular emphasis on the practical results and actual impact
   iii. Formulate recommendations for potential next phase of service delivery interventions and future direction, focusing on impact and sustainability, and new and innovative approaches

The evaluation responded to the following specific evaluation questions:

   i.   The strategic focus and approach of the project , and its relevance to country priorities and needs
   ii. Synergies, linkages and alignment with other initiatives and partnerships at the country level
   iii. Institutional and management arrangements for programming, managing, monitoring and evaluating of the program

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[3] Demand driven and decentralised public service delivery based on claim –holder aspirations and participation strengthened
[4] Governance institutions strengthened ensuring gender equality, public service delivery and human rights for all by 2012
[5] 1. Drive existing BPR initiatives to fruition, 2. Conduct BPR select high level priority process, 3. Develop internal capacity, 4. Define linkages with leadership development strategy, 5. Communication strategy

iv.   Key achievements, milestones and contributions of the project to service delivery efficiency and effectiveness
v.   Key gaps in achievements, constraints to achievements and suggested steps to mitigate these
vi.   Sustainability of the achieved results

3. Methodology

3.1. Approaches

Participatory methods were employed through stakeholder mapping to determine representation of key stakeholder categories. Mixed methods were used that allowed comprehensive evidence through the use of both qualitative and quantitative research methods. System based approaches were used to understand the design, objectives, strategies and implementation arrangements that supported achievement of the Enhanced Service Delivery Project. Reliability was ensured through use of structured data gathering tools with open ended questions structured around the evaluation criteria defined in the terms of reference. Triangulation was utilized to ensure validity. The evaluation was guided by evaluation ethics of participants' right to confidentiality, translation was available into the local language, however this was not required as most government officials could converse eloquently in English.

3.2. Data Collection

The Consultant reviewed programme documents inclusive of the ESD Project Document, project annual reports and work plans from 2009 – 2012, budgets and financial statements, briefing notes, communication and training material. The key output of the detailed document review was the Inception Report that outlined the evaluation framework including the methodology, evaluation matrix, questions, and sampling. Individual in-depth interviews were conducted with UNDP staff, Ministry of Public Service team, senior staff in client ministries including Ministry of Home Affairs, Ministry of Public Works and Transport, and focus group discussions (FGDs) were conducted with groups ranging from 2 to 8 and one workshop was held with large group of 16 people from the Ministry of Public Works.

3.3. Sampling

The evaluation used purposive sampling, variables considered to determine the sample included nature of stakeholders; i.e., project donor UNDP and Government inclusive of current and former staff; Ministry of Public Service (MPS) as the project implementer; project clients within government institutions, their policy making structures i.e. management the technical staff responsible for implementation and the project management structures. Data was collected from September 15 - 25, 2013, with a total of 36 respondents interviewed in Maseru.

A stakeholders meeting was held in Maseru on September 26, 2013 attended by a total of 20 participants where findings were presented. This contributed to validation of results with stakeholders.

3.4. Data Analysis

The evaluation used mixed methods - both qualitative and quantitative research methods to analyze the data. SPSS was used to categorize, group and summarize narrative information provided by stakeholders, while excel was used for quantitative analysis.

3.5. Limitations

The evaluation faced the following challenges;

Relevant documentation for review: The assumption that project documents would inform the evaluation design was challenged by a number of draft documents, undated and untitled updates, reports and briefing notes that did not fully inform the literature review process. The evaluation would have been better informed by selection of final and approved documents. Generally by the end of the evaluation, the Consultant had categorised draft documents from final position which made triangulation a key factor in this evaluation.

Availability of senior government officials; It was noted the project participants were largely at government level, the risk of availability of senior government officials for the evaluation meetings was managed through follow up calls and flexibility to accommodate availability. However the evaluation still faced challenges of inclusion of the decision makers in the client ministries. Attempts to arrange Skype conference calls were not successful due to lack of availability for the evaluation.

Impact assessment; the ability to assess impact of the project was limited due to the formative nature of operations as implementation of proposed recommendations was still pending for most of the clients. Assessment was therefore ex- ante rather than ex post.

End users input; given the policy level nature of the project, access to end users of the service delivery projects i.e. the citizens was limited.

Quantitative data; given the formative nature of project there was a notable absence of monitoring systems that enabled quantitative data collection for tracking of indicators and performance measurement of the proposed changes. The evaluation was therefore informed by anecdotal evidence.

4. Evaluation Findings

4.1. Relevance

Design

The Enhanced Service Delivery Project was designed on the heels of 2 initiatives. The Public Sector Improvement and Reform Programme (PSRIP) implemented in the 1990s that had three priorities, one being improving public sector

management[6] . Lessons had revealed gaps in government service delivery that included; coordination, ownership, leadership, organizational culture, communication and stakeholder engagement. The ESD project therefore prioritized the above and sought to address the identified gaps in its design.

Secondly valuable lessons were provided by the 2007 SACI Initiative funded by UNDP that had piloted the Business Process Reengineering (BPR) methodology with the goal to improve service delivery in 3 initiatives; i) Queen Elizabeth II hospital, ii) passport processing and, iii) terminal benefits payments. The diagnostic assessment under BPR resulted in mapping business processes and subsequently informed decision making to improved service delivery. Based on the positive results, the BPR Project was therefore designed to build upon the learning provided by the two initiatives.

Although there was no baseline study, the project was relevant to the Lesotho context informed by national priorities and built upon lessons from previous work.

Approach

ESD Project promoted one main methodology, Business Process Reengineering, understood to mean "*the analysis, control and development of a company's systems and workflow"*, Z Rodney 2010. The methodology is holistic allowing process tracing of business processes, job definitions, management systems, organizational structure and work flow. Application of BPR in the private and public sector has shown how it can assist agencies to break from old ways of working by rethinking underlying assumptions and effecting change to processes resulting in improvements in critical areas such as cost, quality, service, and response time. Against the backdrop of the SACI Initiative the ESD Project scaled up activities maintaining focus on 2 of the ministries i.e. Ministry of Home Affairs and Ministries of Public Works and Transport. Assessment showed SACI Initiative had been widely received by the stakeholders; its short term nature had produced results that made BPR an accepted methodology for the context of Lesotho.

There was no evidence that other business process improvement techniques were considered to ascertain the appropriateness of the BPR or was there evidence that there was effort to adapt the model that had been imported from the private sector to make it more applicable to the public sector. It was noted the project took a "one size fits all approach" with no adjustment or remodelling of the methodology to suit the different context of each client.

Methods and channels

Stakeholder engagement was relevant with UNDP working with the Ministry of Public Service whose mandate is to support service delivery in other ministries through "guiding strategic processes and monitoring implementation of the Strategic Plans in all Ministries"[7]. The project had been initiated with involvement of the Prime Minister's Office

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[6] The other 2 being decentralisation and improved public financial management
[7] Ministry of the Public Service Strategic Plan 2013/14 – 2015/16

in the selection of units and departments with numerous client complaints on service delivery. It was noted the decision was based on public media complaints made through the radio and newspapers for ministries that served citizens i.e. Ministry of Home Affairs departments, while complaints were made horizontally within government structures in the case of units that served other government institutions i.e. the Building and Maintenance Unit. Most respondents indicated the request to work with the ESD Team came from their respective ministers, who facilitated the initial engagement. Stakeholders were noted to be i) government ministries, departments and units identified as clients of the services provided by ESD Team; various management structures established to support the work of ESD project at national and ministry levels i.e. ESD Team and the Advisory Board, with plans for Steering Committee at client ministry level. Other stakeholders included MPS and UNDP.

There was evidence of various methods and channels in use to advocate for support from Members of Parliament, government ministers, development partners and business representatives noted through record of presentations at breakfast meetings, workshops and conference. Notably the methods and channels were effective in communicating the goals of the ESD Project and interest in the work of ESD was high prior to the elections of 2012.

4.2. Efficiency

4.2.1. Management Arrangements

The project was managed by a **Management Advisory Board** whose representatives were drawn from various ministries of government. Their role was to provide advice, lobby for support and take ownership of the project plans. There was evidence of a functional board prior to the elections of 2012; however the level of participation changed with the coming on board of new top management in government.

The project was implemented by the **ESD Team** made of selected managers and supervisors from the Ministry of Public Service. There was evidence of a regular meeting agenda and minutes with well documented updates and action plan for follow up issues. The evaluation noted high level of satisfaction among the clients with the ESD Team in their conduct with clients, commitment, punctuality, engagement of stakeholders and overall professionalism. Level of satisfaction among the ESD Team was however medium with expression of frustration in the barriers they faced that impacted on their efficiency both internally within MPS and externally with their clients.

The ESD Team worked under the technical guidance of the UNDP Project Manager who was housed within MPS and reported directly (solid line) to the UNDP Resident Representative (RR) and dotted line to MPS Principal Secretary. Overall, the management arrangements in place were sufficient in facilitating the planning processes and work plan implementation prior to 2012.

4.2.2 Feedback Mechanisms

The evaluation found feedback mechanisms between UNDP and project implementers satisfactory. The Project Manager reported to the Deputy RR with regular feedback and reporting between them. The Project Manager had

weekly meetings and sometimes bi-weekly with the Principal Secretary of Public Service for reporting to the Minister prior to 2012. At operational level regular meetings and feedback were noted at ESD Team level with well documented meetings reporting and updates on progress, providing evidence of a well functioning team. The level of feedback changed significantly after the 2012 elections, noted within the Ministry of Public Service where direct access to the Principal Secretary for reporting and feedback became limited.

4.2.3 Risk Management

The evaluation assessed risk management by the project as follows;

Leadership change

The project can be distinguished into 2 phase's pre and post election, with high momentum before 2012 elections noted with implementation of planned activities. The evaluation found risk management by the project to be low in managing the leadership change.   Changes had taken place under a Caretaker PS with transfers and promotion of some of the ESD Team members. With the coming on board of the new coalition government and changes in top management the project was not effective in gaining top management support although structures existed i.e. the Management Advisory Board whose role was to influence the new leadership and lobby for support and the Project Manager who had a dotted line reporting to the PS. There is evidence that the ESD became handicapped unable to continue supporting their clients or respond to new requests.

Communication

It was noted the MPS Principal Secretary had been in office since November 2012 and there had been no direct communication between the ESD Team and the PS to understand the scope of their work from their perspectives and seek alignment with the new strategic direction. While the functional ESD Team was responsible for implementation of the BPR project, accountability of operations within the Ministry of Public Service falls with the Principal Secretary and Minister. The evaluation found risk management low as the Ministry of Public Service was unable to communicate internally to facilitate continued work of the ESD. It was noted there were no clear feedback channels, as the Principal Secretary was conversant with complaints from the client ministries that had not been communicated back to ESD for corrective action. There had been no opportunities to seek alignment between the Principal Secretary and ESD Team on progress to date, challenges faced by the team and how to move forward under the leadership of the new MPS top management. Respondents identified a number of factors that were contributory to poor communication including lack of shared goals around the ESD work with the departure of the project initiators in senior ministry positions, tension related to personalities and communication styles with ESD Team leaders and the Project Managers regarded as aggressive in their conduct with senior managers in their pursuit of change. Lack of communication within MPS resulted in missed opportunities to address gaps in implementation and timely response to client needs.

Mandate of ESD

There was lack of clarity on the mandate of the ESD Team, whether they were *change catalysts* i.e. there to facilitate change working with client top management or change *implementers* with mandate from the top to effect change even in the face of resistance from ministry top management. Expectations varied amongst the clients departments in terms of the extent of ESD engagement, elevation of recommendations to client top management for decision making and the involvement of the MPS Principal Secretary in the process.

It was noted approval and implementation of proposals made 2 years ago were still pending with no clear understanding of who was accountable to engage top client management in decision making. It was noted expectations varied with some units and departments waiting for their PS to meet with the MPS Principal Secretary for presentation of proposed changes to Parliament. Internally within MPS, due to lack of communication, the Principal Secretary had not been appraised by ESD Team of the client projects undertaken or the proposed process to support client decision making. The evaluation found lack of clarity of the ESD Team mandate a high risk that affected efficiency of their operations.

Continuity strategies/integration

The project was initially planned for 2009 to 2012 and was extended by one year to 2013. There was no evidence of an exit strategy on the part of UNDP or the Ministry of Public Service plans to integrate the work implemented under the ESD Project. The risk posed by lack of planning for continuity resulted in failure by MPS to continue support to client ministries after the end of UNDP funding.

4.2.4 Value for Money
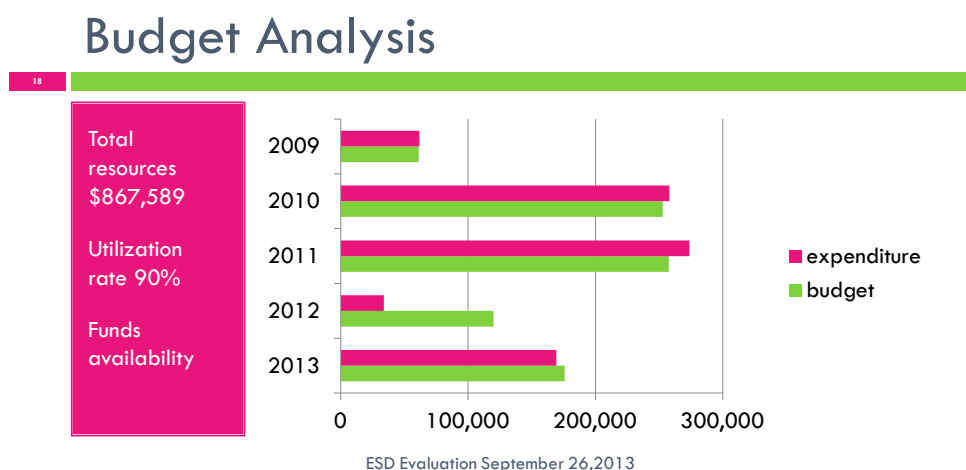

Figure 1 Budget Analysis 2009-2013

At inception of the project, the projected budget for the period 2008-2012 was USD $448,974. This was later revised in Project document dated December 2012 that covered the one year extension, with a 38.5% budget increase to $1,166,000 for the entire period 2008-2013. The project was funded by UNDP, with contribution from USAID. Government contribution to the cost sharing was in the form of human resources in MPS and the client ministries that ESD Team worked with.   By 2013 the project had secured a total of $966,000 and expenditure of $867,589, with a 90% utilization rate over the period of 5 years. The budget funded training workshops and material, research and communication forums and material. Challenges noted with financial management included over expenditure in 2010 and 2011 due to "irregular contracting of events and services" by the ESD Team, delays in availability of funds for some planned activities and delays in processing payments due to UNDP financial systems.

4.3. Effectiveness

To address the ESD Project, UNDP worked on the following initiatives;

4.3.1. Establishment of a function/task oriented team

Given its mandate of improving public service management the Ministry of Public Service (MPS) was tasked with the role of facilitating ESD. The SACI Initiative of 2007, allowed the MPS to build upon the results.

A core team of 16 people were selected across MPS with diverse skills. Key outputs of the ESD Project included; i) training on key functional skills that enable their roles to be effective i.e. change management, presentation skills and consulting skills (2010 report); ii) learning by doing exercises and experiences that simulated real life experiences and enabled the application of new skills and use of tools and methods learnt.

Strengths and weaknesses of the task oriented team

In line with the TOR of the ESD Project Management Team, the project identified a core team that was "highly skilled and motivated" to lead the project. They were able to embody the values and principles that were promoted by the project. Respondents indicated change in behaviour and attitude was observed with punctuality to meetings, professional conduct in their dealings with clients, commitment to their work and support to their clients; truly modelling the business etiquette they promoted. There is evidence to support a functional core team that met regularly with recorded minutes, updates on work plan and clear accountabilities.

In terms of value addition, due to their conduct and the services they offered, there was growing interest and requests for their support by other ministries in total 7 departments and units within 2 ministries were served, between 2010 and 2012.

The project can be distinguished into 2 phases, the pre election and post election. Pre-election phase was between 2009-2012 where the functional team had support of the senior management within Public Service and momentum was high. A large percentage of the deliverables were around the pre- election phase. The election brought a coalition government with new political dispensation, therefore new priorities and direction. Challenges were noted with the ESD Team becoming handicapped in terms of offering the same services to its old or new clients and its

ability to follow through and support implementation of the proposed changes. The evaluation observed there was limited opportunity for direct dialogue between the ESD Team and the PS to provide an overview of their work, understand the priorities of the new administration and seek alignment of the project priorities and the new administration priorities. The internal challenges had an impact on their clients where expectations had been raised through the BPR process with assurances of job security in the face of restructuring and approval by parliament to effect the proposed changes. The ESD Team was unable to meet their promises to clients posing credibility risk of ESD Team and MPS.

The evaluation noted while there was general acceptance of the ESD Team, there was lack of clarity in terms of their mandate and delivery and as a result the agreed 75:25 percent time allocation for ESD work was not fully appreciated by their peers and subordinates who felt they had free passage to deal with preferred work vs. the roles on their job descriptions and sometimes had to cover for them to meet departmental or unit targets. The project therefore seems to have had challenges in terms of communicating internally both vertically and horizontally which became more prominent in the post election phase.

Despite the challenges, the ESD Project did achieve its intended outputs i.e.; i) establishment of a core team of highly skilled and motivated individuals who were successful in adoption of business principles that they modelled in their conduct with clients ii) provided evidence that change could be facilitated by internal experts and iii) that civil sector could be motivated to perform at a higher level of delivery beyond the negative widely held conceptions about of public service performance.

4.3.2. Business Process Reengineering

The ESD Team employed the BPR methodology in the provision of services to the client ministries, departments and units. Their goal was to address the challenges faced in service delivery through process changes. The team conducted diagnostic assessment of the Ministry of Public Works and Transport and identified a number of areas that needed to be addressed. A summary is provided below.

Ministry of Public Works and Transport

	Traffic Department	Buildings and Maintenance Unit
Process	√	√
Culture	√	√
Strategies and policies	√	√
Structures	√	√
People	√	√
Technology		

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Figure 2 Min of Public Works and Transport BPR Intervention

Strengths and weaknesses of the Ministry of Public Works and Transport Initiative

Traffic Department

In the Traffic Department, outputs included i) strategic planning which defined the mandate and purpose of the department; ii) new structure proposed, iii) job analysis which resulted in job descriptions and job specifications, and iii) a communication strategy. While key ideas were presented that would have allowed changes to take place, it was noted none of the recommendations were approved or were implemented. Respondents pointed to the following concerns as reasons for lack of implementation; lack of engagement by top management in the diagnostic process as ESD Team worked with middle and lower levels of the structure; lack of ownership of the recommendations provided or the deliverables produced including strategic plans, communication strategies, restructuring plans that were labelled "Public Service" products.

The evaluation noted that stakeholder analysis had not been undertaken to identify the stakeholders that required closer engagement and management during the process. It was imperative to engage the decision makers within the client department and ministry; and to work with them in discussion of recommendations and implementation alternatives. Instead ESD Team went ahead to produce deliverables of the identified gaps without agreement with the top management. Two years after recommendations were made; there was still no clear direction in terms of next steps towards implementation of the proposed changes.

Building and Maintenance Section

Process mapping exercise resulted in identification of key issues that needed to be reengineered. Outputs included the i) strategic plan, ii) workshops conducted to prepare staff for the proposed changes, iii) new structure proposed to address the top heavy structure (too many supervisors and too little staff)[8]. The ESD Team provided recommendations that were to redefine the unit into a department, significant changes that included reopening the joinery workshop, proactive approach through assessment of government buildings to determine structures for demolition or renovation, and standard furnishing for all government offices. Although the recommendations provided a more client oriented approach for the department, they have also not been implemented over the past two years. The unit continues to face uncertainty given the lack of approval of the proposed changes. The exercise was conducted to reengineer the operations of the Buildings and Maintenance Unit believed by staff to have been facing closure due to non performance. No formal feedback was provided to the ESD Team, some of the reasons for lack of implementation were noted as; criticisms of proposed changes for not acknowledging decentralization of functions like purchasing, repairs and renovations. Recommendations were seen as not fully acknowledging changes taking place within government therefore were not fully relevant to the ministry situation. Other factors also included budget implications of the proposed changes without adequate resources analysis and availability of funding for changes, their applicability remained questionable to top management. Consequently, feedback to the ESD Team would have facilitated more responsive proposals taking note of top management concerns.

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[8] Building and Maintenance Section respondents

With no implementation of the proposed changes, the BPR Initiative has resulted in 2 unintended consequences; i) uncertainty about the future of staff given concern over closure of departments and staff layoffs; ii) credibility risk of the managers and supervisors involved in the process as well as ESD and MPS given the lack of implementation of changes 2 years later and lack of feedback to the concerned staff.

Ministry of Home Affairs

The project conducted diagnostic process in the departments of i) Passport Services, ii) Immigration, National ID and Civil Register. The process mapping identified a large number of areas that needed change in order to improve efficiency and effectiveness of service delivery.

Home Affairs

	Passports	IDs	Immigration
Process	√	√	√
culture	√	√	
Strategies and policies	√	√	
structures	√	√	√
people	√		
technology			

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Figure 3 Ministry of Home Affairs BPR Initiative

Passport Department

Outputs of the BPR Project included i) processing mapping that clarified key steps , ii) standard operating procedures, that were to inform E-passport legislation, iii) new structure for the departments in Home Affairs, iv) job analysis that resulted in job descriptions and sought to address practices not sanctioned by the department that opened staff to bribery and corruption, v) a communication strategy was drafted to support with communication and messaging, and technology related recommendations that supported automation of the passport processing.

The benefits of the project were the job analysis enabled translation of levels of acceptable and unacceptable performance, improving standards for supervision of staff especially given bribery practices. The introduction of E-passport resulted in reduction in processing time from 21 days to 2 days. This achievement was facilitated by availability of internal resources that enables computerisation of the processes. It was noted real time reduction in processing of passports was noted around the country. Overall approximately 40% of the suggested changes were implemented i.e. the restructuring that split Passport and Immigration department. Concerns raised were the recommendations did not fully analyze the implication of the changes and the resources required for the

restructuring exercise e.g. recruitment of new staff for the Passport Department. Without approval of the proposed structures, the department was handicapped in the implementation of proposed recruitment plans resulting in staff shortages in the Passport Office.

The evaluation noted lack of mechanisms to support client top management feedback to ESD Team. This resulted in missed opportunity to integrate their concerns and priorities in the process.   What was evidence was withdrawal of support for further implementation within the ministry. At the time of evaluation, it was noted strategic planning process was underway without integration of the pending ESD recommendations into the plan.

National ID Department

The case study provided perspectives from senior management in the National ID Department with regards to their expectations of the change process, what they understood as the mandate of the ESD Team and how the department took ownership and was able to follow through on the recommendations ultimately presenting them to Parliament for approval.

Case study:

National ID Department

Lesotho introduced the National ID in July 2013, which took precedence over the passport as the national identity document for Lesotho citizens.

Based on key informant interviews, prior to the ESD Project, the new National ID department was allocated 49 staff positions to work in the Maseru office and around the country. Concerns by senior management were the staff was inadequate to operate efficiently and effectively to address citizen needs. Effort internally to lobby for more staff was not successful.

As part of the BPR Initiative with the Ministry of Home Affairs, ESD Team provided their services to the National ID Department.

Achievements were as follows:

1. *Diagnostic process that mapped the key processes*
2. *Benchmarking standard operating procedures with good practices*
3. *Job analysis i.e. job descriptions review and standardization of job specifications*
4. *Resource plan and budget drafted to support implementation of the proposed recommendations*
5. *Presentation of proposals and recommendations to Parliament.*
6. *Budget approved for implementation in 2013/2014 fiscal year.*

What Changed?

Staff complement was increased from 49-102, that allowed the department to operate more efficiently with reasonable head count. Resources allocated to fund the proposed changes.

What facilitated approval and implementation of the proposed changes?

1. *Institutional needs were understood by all stakeholders.*
2. *Process was owned by the National ID Department managers who framed the direction with ESD Team and determined the support they needed.*
3. *Participatory processes were employed that captured voices of all stakeholders.*
4. *Flexibility of MPS is responding to the needs of National ID Department going beyond citing restrictions of regulations and laws.*

Figure 4 Case Study National ID Department

In summary, effectiveness of the BPR Process in the other client ministries was compromised by lack of clear operating standards to guide senior management ownership of the process, the hand over point from ESD Team to client management, development of realistic resource plans by client management and lack of ESD support to client management to facilitate Parliament and approval of proposed budget.

4.3.3. Alignment with other Initiatives

It was noted the Prime Minister's Office implemented the SDA Project, with similar priorities to the ESD Project. It was noted there was collaboration during the initial stages with regular meetings and dialogue between the 2 teams. Opportunities exist to leverage initiatives and avoid duplication of work.

4.4. Impact

4.4.1. Institutional Reform

Whereas the ESD Project made proposals and recommendations that have far reaching impact on the client ministry operations, a large number of the proposed changes were yet to be implemented. Where limited changes had been implemented in the case of Home Affairs Passport department, the implementation was piecemeal followed by withdrawal of support for implementation of the rest of the changes. Structures that should have supported ministry level implementation i.e. the Steering Committee were not established within the Ministry of Home Affairs. Impact measurement was therefore difficult where the larger percentage of the proposed changes were not implemented.

Positive outcome of the initiative has been change in perception of MPS as more in their flexible approach to client needs and the ability to lead change within government operations. Unintended outcomes have been prolonged uncertainty of staff in departments like Building and Maintenance amid rumours of impending closure, staff shortages due to implementation of piecemeal changes i.e. in Home Affairs and frustration of the ESD Team who failed to conclude their mandate due to lack of support from the new senior management.

The goal of institutional reform is still to be achieved in most of the client ministries.

4.4.2. Leadership Change

It was noted the outcome of the leadership development was the change in behaviour and attitude of the ESD Team. The team became bellwethers of the principles of professional business conduct that the project promoted. The ability to model professional conduct impacted on key project participants i.e. Advisory Committee and Clients and their peers and continued programming could have contributed to overall culture change within public service in Lesotho.

4.4.3. Ownership

During the pre-election period, ownership was high with effective communication and messaging that resulted in wider interest in the ESD initiative. However this did not translate to commitment by the top client management to facilitate implementation of the proposed changes. Given the formative stage in implementation of the project, there has been no endorsement of changes by ministers or public to confirm impact of BPR.

4.4.4. Human Rights Based Public Service Management Principles

Although there was no deliberate attempt to address human rights with notably lack of engagement of citizens in the project design, feedback or implementation; there is an opportunity to bring more attention to principles of accountability in public service and the integration of more citizen based approaches or client based approaches that includes the voices of the end users in promoting higher performance in government service delivery.

4.5. Sustainability

Project Result

Monitoring had been identified as a priority for the ESD Project, yet there were no systems in place to support monitoring of the client work, review of lessons and adaptation of the BPR model. Concerns raised by respondents indicate lack of monitoring of the reported changes with supporting data to confirm sustainability of changes e.g. reduced processing period for passports or reduction of bribery practices in the Passport Department. Without adequate monitoring concern was raised that some of the reported changes had slowly been reversed to old practises.

Use of Acquired Skills

While the ESD project has contributed to the perception of MPS as a responsive and flexible institution, there were opportunities to integrate some of the operations of the ESD Team to ensure continued use of acquired skills. It was noted there were discussions within MPS with opportunities to formalize optimization of acquired skills to support the goals of the new strategy and retention of skills within MPS and government systems.

Scale Up

Given the limitations faced by the ESD Project, no scale up of activities has taken place since 2012 as the project faced challenges in implementation.

5. Conclusions

Relevance

The evaluation found the ESD projects relevant to the context of Lesotho. It was designed to build upon lessons from previous i.e. work the PSIRP and the SACI initiative.

Although the approach had been tested, there were no lessons to guide implementation, resulting in a one size fit all approach that did not fully recognize the diversity in each government institutions. Good practices in methodology application require allocating time in the design phase to understand client situational context and adaptation of the model to suit client needs. Given the model was imported from the private sector where its application is normally supported with independent decision making structures, flexible hierarchies, adequate resources to fund skills development and recruitment of top consultants who drive the process, public service on the other hand faces restrictions placed by laws and legislation that govern implementation, rigid structures and politically driven agendas that call for alignment of public service operatives.[9] Not enough analysis was made in the design to model the methodology in line with the reality of public service operations in Lesotho.

Consequently although the design was relevant, it could have been enhanced with a flexible approach in addressing individual client requirements.

Efficiency

The evaluation noted the presence of endogenous and exogenous factors that aided and impacted on efficiency. The project had adequate implementation arrangements that supported planning processes, work plan management and implementation modalities prior to 2012. Endogenous factors within MPS affected efficiency of the ESD Project with the major risk posed by the 2012 election which ushered new political dispensation under the coalition government resulting in change in top management within each ministry. Although it was noted the new MPS top management supported the ESD project, lack of communication within the MPS led to handicap of the ESD project as it was unable to support client decision making processes or subsequently monitor client changes and provide after service support. Efficiency could have been enhanced by direct communication between the MPS Principal Secretary and the ESD Team as well as top management within the client ministries and ESD Team to address differences in approach between the ministry technocrats and the top managers under the current political structure. Evidently the variances in political ideologies will need to be addressed for well intentioned initiatives to remain operational under new political dispensation.

Effectiveness

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[9]   BPR Assessment Guide GAO

UNDP was effective in establishment of a task oriented team that led change management within MPS. The customized training was effective in developing specific skills in the team that they modelled with their clients. They effectively utilised their acquired knowledge in the offering to their clients including creating operating standards, drafting job description and communication strategies etc.

It was noted however that BPR is an end in itself but a means to attain change and improve service delivery in the government ministries. While the monitoring and reporting was focussed on the planned activities, there was little focus on the ultimate goal which was to effect change and continuously improves the systems in place to achieve this goal. With a large number of the changes not implemented and deliverables not owned by the top decision makers, effectiveness of the project could have been enhanced through review and adjustment by the change team to ensure achievement of their goals at the end of the project. Effective change can only be facilitated through implementation of the recommendations.

There are opportunities for MPS to complete the process through discussion with client ministries to update recommendation, review emerging issues and way forward in the decision making process.

Clarification is required in terms of the i) mandate of the ESD role whether they are facilitators or implementations; ii) accountabilities of the ESD and the Public Secretary of MPS; and iii) longer term support by the MPS to client ministries for implemented changes. Demand exists for the services provided by MPS in service delivery from both new clients and existing clients. MPS has opportunities to leverage the work done under the ESD Project in meeting the priorities of the new government i.e. performance measurement by allowing lessons from the ESD Project to inform future interventions.

Impact

For overall impact of ESD Project the MPS had to manage critical success factors of the government ministry service enhancement project noted as top management support and commitment to implement proposed changes, ownership of recommendations and proposals, clear steps in decision making and approval process and a realistic resource plan to support implementation. Management of the above critical success factors had to go beyond partisan politics, cutting across ministry administration old and new with goals that are focussed on long term impact of the project.

Overall, there were limited opportunities to engage the end users in the project. MPS has the opportunity however to further nurture the client focussed approach within public service by integrating the voices of citizens as the end users through baseline measures of client satisfaction and monitoring systems that facilitate feedback and measurement.

Sustainability

The project did not plan for sustainability with the absence of an exit strategy from UNDP and continuity strategies on the part of MPS on how they would integrate the ESD work.

Given staff attrition that took place in the MPS and client institutions, there is need to proactively plan for optimization of the acquired skills in structures that are resourceful to future work on service delivery.

6. Lessons

Lessons

Deeper understanding of the client's needs and expectation as well as the culture, preparedness for change resource, availability of resources would have informed the ESD team in presenting recommendations that were applicable.

BPR is a methodology adopted from the business sector. Its successful applicability in the public sector is depended on the adaption of the model to suit the context of public sector. Adaptation of the methodology was required for each client, given the diverse business culture, structures and processes in each of the government ministries.

Where the process was carried through to approval, effective change was facilitated by ownership, commitment by the client top management, readiness for change and openness to new ideas.

Change management project was designed as a rapid impact initiative however it evolved into long term initiatives that have lasted for more than 2 years. The project could have benefitted from determination of critical success factors and management of those variables by the change ESD Team.

BPR innovative has resulted in change in perception of MPS from an inflexible institution into an adaptable and more responsive institution. There is potential to build upon that perception and offer more client oriented services to other ministries within the Government of Lesotho.

The project has shown change can be driven by internal agents when the right people are engaged to act as change agents. Attributes like passion and commitment on the part of ESD Team members contributed to their ability to drive the process.

While the BPR methodology steps had to be followed through, interpretation of the methodology and ability to use other tools like SWOT analysis to understand each ministry's strengthen and weaknesses, stakeholder analysis to help with targeting of the key stakeholders among others needed to be encouraged for better understanding of the clients and their operating environment.

Documentation of detailed client reports narrating the key steps taken, challenges and how they were managed, achievements and key steps for follow up would have enhanced reflection and lessons from each client project for improvement of future interventions strategies.

There was too much emphasis on addressing all identified gaps with production of numerous deliverables without prioritization of a few critical areas that could be implemented to have positive results. The project could have benefitted from realistic goal setting and phased implementation approach.

Given the transient nature of political leadership, development projects cannot rely on political structures for successful implementation but must be able to provide the same high standard of policy advice, implementation and receive the required professional support, irrespective of which political party is in power. The project was affected by political changes with the loss of the political project initiators and could have benefited from political neutrality

7. Recommendations

The following recommendations are made to the ESD Project stakeholders;

Recommendation 1 Complete initiatives started under the ESD Project - ESD Team, MPS management and UNDP

- Recommendations is for UNDP, MPS management, ESD Team and client Ministry management to review work done under ESD to determine scope of remaining work, emergent issues and develop action plan, timeline for revision, approval and implementation of recommendations.

Recommendation 2 Institutionalize service delivery function within - Min of Public Service

- Formalize plans to establish a unit dedicated to ESD services to increase efficiency and effectiveness of MPS operations Optimize knowledge and skills acquired under the ESD Project through direct engagement of ESD Team as staff or indirectly through supporting structures such as advisory board to enhance the role of service delivery by the Ministry of Public Service.
- Define clear terms of reference for MPS services with mandate, roles and responsibilities of the service delivery team and accountabilities of the Principal Secretary and Minister to their clients.

Recommendation 3 Manage key variables with clients that will increase rate of implementation MPS

- Determine prerequisites for successful contracts with MPS including client management engagement, ownership of findings and facilitation of approval processes for implementation of the recommendations.
- Draft agreement/MOU with client management ministry to agree on priorities, scope of engagement, feedback and approval process to facilitate success rate of implementation.

Recommendation 4 Knowledge management to positively impact services
- Redesign a focussed approach that enables comprehensive service provision to clients, prioritization of few vital areas and facilitation of process from design to implementation stage.
- Support monitoring and evaluation systems that enable client focussed approach through baseline measures of citizen satisfaction for key services, client satisfaction measurement, service standards for public service and results based performance delivery.
- Create trans-institutional knowledge management forums between the ministries to share failures, lessons and best practices

- Broaden knowledge and skills through research and development of approaches, tools, methodologies learning from case studies where approaches have worked in the past.

Recommendation 5 Continued support of MPS service delivery initiative –UNDP

- Recruitment of the UNDP Project Manager to provide continued support to MPS service delivery initiatives.
- Schedule regular meetings between Project Manager and senior management in UNDP and MPS for collective problem solving and decision making.

8. Annexes

8.1. Terms of Reference

EVALUATION OF THE EHANCING SERVICE DELIVERY (ESD) PROGRAMME CONSULTANT

Location: Maseru, Lesotho
Application Deadline: 21-Jun-13Type of Contract:
Individual Contract Post Level: International Consultant Languages Required: English
Starting Date :(date when the selected candidate is expected to start) 01-Jul-2013
Duration of Initial Contract: 4 weeks. Expected Duration of Assignment: 4 weeks

Background

UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. It works with individual countries on their own solutions to global and national development challenges. UNDP Lesotho supports Lesotho's development priorities laid out in the National Strategic Development Plan and through that, the achievement of the MDGs. The main focus areas of the UNDP Country Programme are Democratic Governance; Environment and Energy; Poverty Reduction and Economic Growth, with Gender Mainstreaming and HIV/AIDS as crosscutting areas.

The overarching goal of socio-economic development in Lesotho is to effectively and efficiently provide public services which are responsive to the needs of Basotho and to improve service delivery. The Ministry of the public services is charged with the responsibility of improving public service management through the following main priorities;

- Motivation and raising of morale among public officers
- Instilling discipline and professionalism within the public service
- Improvement of performance and service delivery within the public service
- Training and development of public servants

The aim of the Enhancing service delivery project is to enhance service delivery effectiveness and efficiency by strengthening the capacity of the Ministry of the public service through training and technical assistance to establish internal change management advisory capacity to support and enable line Ministries, departments and agencies ensure service delivery effectiveness and efficiency.

The focus has been to build the capacity of a team of internal change consultants within the Ministry of the public service to support Ministries, departments and agencies improve their business processes, initiate, manage and sustain changes aimed at improving service delivery effectiveness and efficiency.

The broader aim of the project is to enhance leadership and management capability for continuous improvement in the delivery of services and to support the machinery of government in its efforts for greater capability, accountability and responsiveness in meeting the needs and expectations of citizens.

The purpose of the evaluation is to assess the impact of the project and draw up lessons learned.

The evaluation should be specifically focused towards determining the extent to which the project has achieved its objectives, highlighting key successes as well as gaps and constraints to achievement and guide on future interventions that can build on these achievements and lessons learnt.

The evaluation should also help determine the extent to which the national capacity is sufficient to continue to carry out the foreseen activities and where gaps exist. The evaluation should serve to indicate the required activities (recommendations) to ensure sustainable national capacity.

Duties and Responsibilities

- Assess progress in achieving the objectives and targets of the program and lessons learnt, with particular emphasis on the practical results and actual impacts, focusing on:
- The strategic focus and approach of the programme, and its relevance to country priorities and needs;
- Synergies, linkages and alignment with other initiatives and partnerships at the country level;
- Institutional and management arrangements for programming, managing, monitoring and evaluating of the program;
- Key achievements, milestones and contributions of the project to service delivery efficiency and effectiveness;
- Key gaps in achievements, constraints to achievements and suggested steps to mitigate these;
- Sustainability of the achieved results.
- Formulate recommendations for potential next phase for service delivery interventions, future direction, focusing on the impact and sustainability, and new and innovative approaches.

Competencies

Functional Competencies:

- Demonstrated ability to assess complex situations succinctly distills critical issues, and draw forward-looking conclusions and recommendations;
- Ability and experience to work with multi disciplinary and national teams, and deliver quality reports within the given time;
- Excellent business development, negotiation, analytical, research, presentation and communication skills;

Core Competencies

- Promoting ethics and integrity, creating organizational precedents
- Promoting enabling environment for open communication
- Leveraging conflict in the interests of UNDP & setting standards
- Fair and transparent decision making; calculated risk-taking

Required Skills and Experience

- Education: Master's Degree or equivalent in Public Administration, Management, Development Studies or other social sciences.

Experience:

- At least 7 years of relevant professional experience in the evaluation of development projects
- Experience of advisory work on institutional development, public administration in Africa is a strong advantage
- Experience working with UN or international/bi-lateral agencies preferably on evaluating multi-donor projects.
- Writing and communication will be in English, and must have excellent communication skills in English.
- The consultant must bring his/her own computing equipment.

Language:

- Fluent in English, and must have excellent communication skills.

Note:

- Qualified candidates should submit the following documents:
- Letter of Interest and Availability;
- CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate At least three (3) professional references;
- Financial Proposal, all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided.

Detailed terms of reference can be accessed at http://www.undp.org.ls/jobs

8.2. Evaluation Matrix

Relevant Evaluation Criteria	Key Evaluation Question	Specific Sub question	Data Source	Data collection Method/Tool	Indicators	Data analysis methods
1. Relevance and strategic fit	1.1 The ESD project was designed to address government capacity needs for service delivery, how relevant was the design to government and national priorities?	What methods were used to identity government service delivery needs and gaps? How did the project priorities align with national & international priorities? The project was designed on the backdrop of previous work, how did that inform the design and implementation?	Primary/secondary	Document review, Key informant interviews	Baseline studies, situational assessment,	Qualitative /needs assessment matrix
	1.2 How appropriate were the approaches to the context of Lesotho? (leadership development and culture change; BPR)	What pro cess led to the identification of the approaches What factors facilitated acceptance or non acceptance by ministries/staff?	Primary/secondary	Project document, Partner Agreements, Quarterly and annual reports	degree of buy in from decision makers level of acceptance and participation in ESD planned activities	Qualitative analysis
	1.3 What methods and channels were used to engage stakeholders?	What sources were most beneficial? Who facilitated?	Primary/	Key informant interviews, FDGs, workshops	stakeholder meetings, consultative meetings	Qualitative data analysis – categorization of methods and channels

Relevant Evaluation Criteria	Key Evaluation Question	Specific Sub question	Data Source	Data collection Method/Tool	Indicators	Data analysis methods
2. Effectiveness	2.1 The reports noted achievements as well as challenges, in your opinion what were the key	To what extent were the intended outputs achieved? What factors facilitated the achievement or impediment	Primary/ secondary	Key informant interviews, FDGs, workshops Document review –	Committee minutes, updates and reports	Qualitative analysis

Relevant Evaluation Criteria	Key Evaluation Question	Specific Sub question	Data Source	Data collection Method/Tool	Indicators	Data analysis methods
	achievements, milestones of the project and the challenges?	of the intended outputs?		annual reports		
	2.2 What changes have you observed as a result of the intervention?	To what extent are you satisfied with the project results? Did BPR result in reduction in processing time for the participating ministry? Did the HR frameworks facilitate change in performance?	primary	Key informant interviews, FDGs,	Quality and quantity of results Degree of satisfaction	Qualitative analysis
	2.3 What benefits have resulted from the project?	What are the types of benefits? Value addition by the project? Is there evidence of increased accountability and responsiveness to citizens?	Primary/ secondary	Key informant interviews, FDGs, Document review quarterly, annual reports,	Quality and quantity?	Qualitative analysis
	2.4 How has the project provided for alignment with other initiatives and partnerships at national level	What inter –agency strategies were employed? What synergies resulted from the partnerships?	Primary/ secondary	Key informant interviews, partner agreements and reports	Degree of coherence, Level of synergy	Qualitative/quantitative coherence analysis

Relevant Evaluation Criteria	Key Evaluation Question	Specific Sub question	Data Source	Data collection Method/Tool	Indicators	Data analysis methods
3. Efficiency	3.1 Management arrangements were in place to support programming, how efficient were there in planning, monitoring and evaluating of the project within the implementing	What was the adequacy of the (i) planning processes, ii) The work plans iii) implementation modalities What was the level of satisfaction low, medium or high?	Primary/secondary	Key informant interviews.	Degree of /project participants satisfaction	frequency analysis–

Relevant Evaluation Criteria	Key Evaluation Question	Specific Sub question	Data Source	Data collection Method/Tool	Indicators	Data analysis methods
	ministry and UNDP?					
	3. 2 To what extent did feedback mechanisms exist between the project implementers and UNDP?	What was the level of satisfaction low, medium or high?	Primary	Key informant interviews, FDGs, workshops	-feedback loop	Qualitative analysis
	3.3 What risks/challenges affected efficiency of the project?	How were they addressed? What improvements could have been made to enhance efficiency of operations?	Primary/ secondary	Key informant interviews, FDGs	-Quarterly and annual reports -Minutes of meeting agenda, briefing notes	Qualitative /risk assessment
	3.4 What was the value addition by the project?	Was the achievement of results facilitated by the project? Would the same results have been achieved without the project?	Primary/Secondary	Key informant interviews, Document Review Quartley and annual narrative and financial reports	expenditure within budget Implementation within planned timelines	Quantitative - Cost benefit analysis, Budget vs. expenditure
	3.5 Value for money	Was the project implemented on time and on budget? Were there no cost extensions – explain why?				

Relevant Evaluation Criteria	Key Evaluation Question	Specific Sub question	Data Source	Data collection Method/Tool	Indicators	Data analysis methods
4. Impact	4.1 How has the ESD project made a difference in institutional reform i.e. (business process reengineering, change management or pay incentive systems)?	How and why have the impacts come about? What causal factors have resulted in the observed impacts? Has the intervention resulted in any unintended impacts? Has the intervention resulted in any	primary	Key informant interviews	Strategic plan, Performance based pay reform policy HR Plans – job descriptions, skills and competence Financial plans s	Qualitative /quantitative analysis
	4.2 Has the ESD project	unintended impacts? For	primary	Key informant	Individual skill sets	Qualitative /.

	made a difference in leadership development and culture change?	whom has the intervention made a difference? How much of the impact can be attributed to the intervention? What would have happened without the intervention? What has been the impact at individual and institutional levels?		interviews	(inter -personal, analytical, negotiation, communication) Coaching on new business processes Degree of individual Confidence, capacity and competence	-quantitative analysis
	4.3 Ownership was identified as an important principle, how has the project facilitated ownership?	Has the strategic communication resulted in wider interest in ESD? Have the implementation frameworks promoted commitment and follow up by the parties involved? Has the project facilitated client driven BPR and leadership development in other institutions? Has the initiative resulted in use of modern ICT methods Have the changes been endorsed by the Ministers, policy makers, the public and or acknowledged in the media?	primary	Key informant interviews, FDGs	communication strategy M&E framework ESD committee ICT	Qualitative /. analysis
	4.4 Has the initiative demonstrated human rights and results based public service management principles?	To what extent is there evidence of this?	primary	Key informant interviews, FDGs	Rights based programming Results based programming	Qualitative /. analysis

Relevant Evaluation Criteria	Key Evaluation Question	Specific Sub question	Data Source	Data collection Method/Tool	Indicators	Data analysis methods

5. Sustainability	5.1 How have the project results/impacts been maintained since the end of the project?	What mechanisms were put in place for sustainability of impact beyond funding period?	Primary/ secondary	Key informant interviews, FDGs, Document review minutes of committee minutes, annual plans	- existence of sustainability plan or Exit strategies Level of financial capacity to continue activities	Qualitative/. Analysis
	5.2 What mechanisms are in place to ensure use of acquired knowledge, skills and capacities; business processes by the beneficiary ministries?	To what extend have line ministries taken charge of specific aspects of the project? What operational structures, business processes are still in place? What resources or capacity are still in place today? Functionality of the established structures?	Primary/ secondary	Key informant interviews, FDGs, Document review minutes of minutes, annual plans, briefing notes	- existence of sustainability plan or Exit strategies Level of financial capacity to continue activities	Qualitative/. analysis
	5.3 To what extent can this project be scaled up or can it be transferred to other ministries?	Has there been interest to replicate in other ministries?	Primary/ secondary	Key informant interviews, Document review quarterly and annual reports, advocacy and policy papers	- -Signature of project priorities by policy makers	Qualitative/. -policy analysis, media analysis
6. Other	6.1 Have you observed any innovative practices	Can you tell me about them?	Primary	Key informant interviews, FDGs	Types of innovation	Qualitative analysis
	6.2 What are the main lessons about the intervention that can inform the design of a potential successor project?	Are there any documented lessons?	primary	Key informant interviews, FDGs	Categories of lessons	Qualitative analysis

8.3. Data collection tool, ESD Project

This form will be used to document key observations and conclusions from each semi-structured interview with project stakeholders
Name of Person interviewed:
Job Title:
Institution:
Location:
Name of Interviewer:
Date and Time of Interview:
Criteria 1. Relevance
1.1 Design for service delivery
Key observations and conclusions
1.2 Appropriateness of approaches
Key observations and conclusions
1.3 Methods and channels used
Key observations and conclusions
Criteria 2. Effectiveness
2.1 Achievement and milestones
Key observations and conclusions
2.2 observed changes
Key observations and conclusions
2.3 Benefits resulting from project
Key observations and conclusions
2.4 Alignment with other initiatives and partnerships
Key observations and conclusions
Criteria 3. Efficiency
3.1 Management arrangements for P,M,M,E
Key observations and conclusions
3.2 Feedback mechanisms
Key observations and conclusions
3.3 Risks and challenges
Key observations and conclusions
3.4 Value addition
Key observations and conclusions

3.5 Value for money
Key observations and conclusions
Criteria 4. Impact
4.1 difference made in institutional reform
Key observations and conclusions
4.2 leadership development
Key observations and conclusions
4.3 ownership
Key observations and conclusions
4.4 human rights/results based principles
Key observations and conclusions
Criteria 5. Sustainability
5.1 results impact maintained
Key observations and conclusions
5.2 Mechanism for use of acquired knowledge, skills and capacity
Key observations and conclusions
5.3 Scale up and transferability
Key observations and conclusions
Criteria 6. Other
6.1 innovative practices
Key observations and conclusions
6.2 Lessons
Key observations and conclusions

8.4. Persons interviewed

Participants	Role	Date	Institution
Agi Veres Deputy RR Thabo Mosoeunyane Team Leader Governance Ordu Obibuako Project Manager			UNDP
Mrs. L. Monyane, Mrs. M. Motlomelo, Ms. S. Lerotholi, Mrs. L. Mohololi, Mrs. M. Ramochalla, Mr. L. Ndumo	ESD Team Members	16/09/2013	Public Service
Mrs. Malintle Lekhanya	ESD member	16/09/2013	Public Service
Mrs. Motheba Letsoela- Manager Buildings Maintenance	Client	17/09/2013	Public Works and Transport
Ms. Nthabiseng Shale-Tlhomola	ESD Advisory Committee Member	17/09/2013	Public Service
MS. Palesa Mokete- Deputy Principal Secretary & Matlotliso Seleteng – Director Human Resources Mantholeng Majakhoma - AHO Priscilla Kalaila –HRO Mhontho Zaly - FOSO Lemohang Lekhoba- Chief Information Officer Mampe Adoro – HR Mamonaheng Mosakeng – Examination (driving) Relebohile Mokhakhe – AAO Sehlomeng Hira Ntsoane – Chief Legal Officer Motebang Molopo – Data Capture Officer Tumisang Mothebe – Registration Officer Moi Mokoaleli – Transport Controller Napo Mohali – Transport Inspection Mosa Mosemg – Senior Statistician Hlouhla Lelosa – Senior Statistician	Clients	18/09/2013	Public Works and Transport
Mr. T. Raboletsi- Director National Identity and Civil Registration Mr. N. Khuele	Client	18/09/2013	Home Affairs
Hon. Tsukutlane Au- MP	Former Principal Secretary –Public Service	19/09/2013	National Assembly
Hon. Semano Sekatle-MP	Former Minister-Public Service	19/09/2013	National Assembly
Ms. Mapoulo Maseela- Director Human Resources	ESD member	20/09/2013	Tourism
Passport Office Staff- Mr. Ntisa, Mr. T. Moeketsi Ms. N. Thabane	Clients	20/09/2013	Home Affairs
Mr. S. Putsoane	ESD Advisory Committee Member	23/09/2013	Prime Minister's Office
Mrs. M. Lemphane-Letsie –	Principal Secretary Public Service	24/09/2013	Public Service
Mr Tumelo Raboletsi	National Director ID	25/09/2013	Home Affairs

8.5. ESD Debrief Participants 26 September 2013

Name	Ministry
Ms. Caroline Chikoore	Consultant
Ms. Machabana Lemphane-Letsie	Public Service
Mr. Lebohang Phooko	Public Works
Mr. Ranthomeng Matete	Home Affairs
Mr. Tumelo Raboletse	Home Affairs
Mr. Napo Khoele	Home Affairs
Mrs. Masoloja Motlomelo	Public Service
Mrs. Lerato Monyane	Public Service
Ms. Senate Lerotholi	Public Service
Ms. Khoboso Molungoa	Communications
Ms. Matseliso Ramochalla	Public Service
Mr. Lehlohonolo Ndumo	Public Service
Ms. Nthabiseng Thakalekoala	Public Service
Mr. Matheakuena Lekhoaba	Public Service
Ms. Mapoulo Maseela	Tourism
Ms. Nthabiseng Shale-Tlhomola	Finance
Ms. Rethabile Melao	Public Service
Mr. Zaly	Public Works
Ms. Lerato Moeketsi	Prime Minister's Office
Mr. Tsepo Moeketsi	Home Affairs
Ms. Nthatisi Thabane	Home Affairs
Mr. Mpiko Rafono	Home Affairs
Ms. Keleli Thabane	Social Development
Mr. Bahlakoana Makhera	Public Works
Ms. Mosa Moseme	Public Works

Ms. Relebohile Makhakhe	Public Works
Ms. Priscilla Nkuoanatsa	Public Works
Mr. Motebang Molopo	Public Works
Mr. Napo Mohapi	Public Works
Mr. Katiso Katiso	Public Works
Mr. Tumisang Mothebe	Public Works
Ms.Kejeleng Mokoaleli	Public Works
Ms. Sebuoeng Lerotholi	Public Works
Mr. Maama Letsie	Public Works

8.6. Documents Reviewed

Type of document	Title of document	Status
Situational assessment (baseline study)	-	
Project documents (including concept note, project plans, work plans, quarterly and annual reports)	Enhancing Project Delivery 2008-2012 approved 2009-06-12	√
	Inception Project report January 2010 (draft for consultation)	√
	ESD Progress Report to GS ESD Project report and update June 2010 Update Report Enhancing Service Delivery Phase 1 Report 2010	
	Extension of the Enhancing Service delivery programme October 2012	
	Workplans 2010, 2011, 2012 BPI workplan 2 Operational Plan Passport	
	Proposed communication Strategy For the Lesotho Government draft 2011 Draft Communication Strategy Buildings Maintenance Draft Communication Plan Department of Traffic and transport	√
Min of Public Works Traffic and Transport	Strategic plan Departments of Traffic and Transport 2012 -2015	√

	Recommendations to ensure Success of BPI 22 November 2010	√
	Terms of Reference MOPWT Task force	√
Min of Home Affairs (Dept of Public service)	The Department of Passport Services Programme for 2010	√
	BPI Passport Department Review and Recommendations 25 November 2010	√
Ministry of Development planning	National strategic development plan (NSDP) 2012/13-2016/17	√
Financials (budget, financial reports)	2010 incomplete? Missing 2009, 11 and 12	X
Monitoring and Evaluation reports (field monitoring reports and previous evaluation reports)	Samples of meetings PowerPoint slides 1. ESD HR capacity and SDA Linkages and opportunities 2. Minister's breakfast meeting 2010 3. Ministry of Public Works &Transport-Issues Brief (Hon. Minister PW&T) August 12, 2011 4. Service delivery interventions in the public service presentation PMO and MPS. (Not dated, no name, no presenter?) 5. Interventions on service delivery in the public service presented by PMO and PS to committee of Principal Secretaries. 6. Ministry of Public Works and Transport, Traffic Department, recommendations to ensure success of BPI, December 2010. 7. Task team meeting on reorganisation and restructuring of buildings, maintenance and department of T&T, Min of Public Works and Transport 25-26 August 2011.	√
Communication material	Mosebeletsi Newsletter of Public Service; Volume 5 Issue 1 April 2012 Volume 4 Issue 3 October 2011 Volume 4 Issue 1 April 2011 Volume 3, Issue 1 April 2010	√
Training material	Concept leadership & culture change 2012 Design leadership training Questionnaire on leadership and cultural behaviour in Lesotho public service Performance Management systems (PMS) in Lesotho Sensitization Workshop for the Principal Secretaries 6-8 February 1023 LERIBE report	√