



**Government
of Jamaica**



TERMS OF REFERENCE

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TENDER#: TIU/2019/ST-PST/3CV-003

PROJECT NAME: GOJ Public Sector Transformation Programme |
IADB JA-L1073 – Support to the Public Sector Transformation
Programme

TITLE OF CONSULTING SERVICES:
TERMS OF REFERENCE WRITING EXPERT

Procuring Entity:
Transformation Implementation Unit, Ministry of Finance and the Public Service



JAMAICA

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Support to the Public Sector Transformation Program (JA-L1073)

TERMS OF REFERENCE

Terms of Reference Writing Expert

I. BACKGROUND

Established in 1959, the Inter-American Development Bank (“IDB” or “Bank”) is the main source of financing for economic, social and institutional development in Latin America and the Caribbean. It provides loans, grants, guarantees, policy advice and technical assistance to the public and private sectors of its borrowing countries.

The Government of Jamaica (GoJ) with the assistance of the IDB has developed the “Support to the Public Sector Transformation Programme” (JA-L1073). This programme is aimed at primarily addressing the low quality of public services in Jamaica, particularly in relation to the low levels of citizen’s satisfaction as well as an inefficient and ineffective use of public funds leading to poor expenditure quality.

Since the early 2000s, Jamaica has experienced economic vulnerabilities, driven particularly by fiscal imbalances, and high debt levels. To date, some improvement has been realized through reduced rates of inflation, prudent levels of international reserves, decreased public debt and fiscal reform. However, economic growth has been slow and there are high levels of crime. There is an urgent need to continue to tackle high poverty and unemployment rates in a sustainable way. These circumstances create budgetary challenges and constrain the availability of resources necessary for progressing the national growth and development agenda.

Public sector transformation has been ongoing in Jamaica since 1999. Key challenges that contribute to the low quality of public services include:

- a) cumbersome processes to access public services;
- b) the under-utilization or absence of information and communication technologies geared towards supporting and streamlining access to public services;
- c) a large workforce lacking the skills required to perform key government functions related to better delivery of services;
- d) a track record of weak capacity to implement public sector reforms; and
- e) Ministries, Departments and Agencies (MDAs) that are not structured for efficient service delivery.

As a result of the challenges outlined above, in January 2017, the GoJ outlined an ambitious and comprehensive policy for Public Sector Transformation (PST) that envisions an innovative and dynamic public sector, readily responsive to the needs of citizenry and economic operators. GoJ and the Bank signed a Loan Contract, wherein the Bank financed, a total amount of Fifty Million United States Dollars (\$50,000,000.00) to address the main objective of this program: to improve the delivery of public services in Jamaica through two sub-Program (Project) Components as set out below.

Project Components

The Project's two components will allow GoJ to consolidate new sector policies for the enhancement of quality of services and of efficiency in public spending, ensuring their full implementation and making them sustainable over time. A description of the two components of the Project is as follows:

Component 1: Enhancing the Quality of Public Services

This component will focus on:

- a) modernization interventions in five (5) prioritized MDAs which will include organizational and process reengineering and Information and Communication Technologies (ICT) investments to improve specific services and to make them available online, as well as project management offices in each institution to enhance the capacity of the government to successfully implement these activities;
- b) building on the existing infrastructure laid and/or owned by the National Works Agency (NWA), planned activities include:
 - i. extending and creating a network connecting eGov Jamaica Limited's (eGovJa) data centre to all MDAs in the Kingston Metropolitan Area (KMA) through fibre optics, creating a redundant and reliable, connectivity network across GoJ, and
 - ii. upgrading the current data centre in eGovJa with required technologies to accommodate initial consolidation of data centres and applications that MDAs currently carry out separately;
- c) upskilling and retraining of public officers, which will include upskilling activities that are mandatory and focus on public officers whose functions will change as a result of the reforms, including the need to enhance the quality of public services and retraining activities that focus on persons leaving the public service who request these services, with the objective of acquiring a broader set of skills to become more employable in the wider labour market; and

- d) strengthening of the Transformation Implementation Unit (TIU) to enhance the capacity of GoJ to successfully implement the overall PST Program as well as change management and communication strategies for the activities under (a) through (d) above.

Component 2: Enhancing Efficiency in Public Spending

This component will focus on:

- a) the expansion in MDAs of the electronic Human Resources (HR) Management System, My HR+, that GoJ is currently implementing in fourteen (14) MDAs, which will allow for, inter alia: (i) integrated payroll management; (ii) better workforce planning; and (iii) the identification of wage differentials between males and females in the public sector and type of positions occupied by women in the public sector;
- b) the implementation of an operational model for three (3) shared corporate services for the public sector in key strategic areas, including financing HR activities resulting from their implementation;
- c) the implementation of specific activities coming out of the compensation review including the development of a single salary structure, an allowances review and structuring of performance management; and
- d) change management and communication strategies for the activities under (a) through (c) above.

Project Management & Coordination

A Project Execution Unit (PEU) was established as the operational arm of the TIU and is responsible for Project administration, including planning, budgeting, accounting, procurement implementation, monitoring and evaluation.

Several of the activities under the above-noted components are to be carried out by or through MDAs, and require the expertise of external consultants. A factor which will negatively impact the pace of the Project's progress is a deficit in capacity within MDAs to craft Terms of References (ToRs) that are of sufficient quality to guide the work of external consultants on the delivery of studies and other necessary intellectual products required to ensure outputs of a desired standard. Significant time would be required to be spent by the PEU in an attempt to support MDAs in this task, resulting in deviation of focus from the primary roles and responsibilities of the PEU and will result in overall implementation delays. The increasing need to focus on contract management in addition to procurement, will further limit the capacity of the PEU to give sufficient attention to the elaboration of new ToRs.

The engagement of a consultant with expertise in the writing of Terms of References to provide guidance and support in drafting the ToRs and/or conduct the actual drafting of ToRs as a necessary strategy in order to reduce the cycle time of preparation activities and consequently procurement.

II. OBJECTIVES

The main objective of this assignment is to: provide technical support to the PEU in the definition and design of the work required to produce studies and, the provision of technical and analytical work to be funded under this Project, by collaborating with the Implementing arm (MDAs/Component Leads) in the preparation and costing of relevant ToRs.

III. SCOPE OF WORK

There are currently fourteen (14) distinct project (TIU/PEU) and sub-project (MDA level) activities that will require the services of a technical expert to support the preparation of ToRs, specifications/requirements documents, scope of work, and, evaluation tools to expedite the cycle time of readiness for execution of a procurement. This is a mitigation strategy being employed to enhance the efficient operations of the Project. It is important to recognize that this number of projects and sub-projects may increase or decrease in accordance with the dynamics of the Portfolio. The following provides a summary description of the relevant Project and sub-project (MDA level) and Components/Sub-Components activities.

Table: Summary Description¹

MDA / Entity	Summary Description	Benefits /Results /Impacts
Child Protection and Family Services Agency (CPFSA)	<p>The Project is aimed at enabling the CPFSA to deliver effective and efficient services to children and their families through the development and expansion of its information and communication technologies (ICT) infrastructure.</p> <p>The project is multi-directional in nature and will impact on the human, structural and technical capacities of the Agency to deliver care and protection that is effective,</p>	<p>Boost the CPFSA’s ability to have readily available, accurate and up-to-date information on children and families served to drastically improve efficiencies and enable robust and coordinated services that are evidence-based and or contributing to children’s wellbeing.</p> <p>Effective and efficient case</p>

¹ The order of Projects and Sub-Projects listed in the Summary Description Table above does not imply priority in execution.

MDA / Entity	Summary Description	Benefits / Results /Impacts
	efficient and coordinated.	<p>management practices to provide accurate and readily updated child-related data for decision-making.</p> <p>Accountable, committed, motivated and knowledgeable staff that are responsive to clients' needs.</p> <p>Coordinated service delivery to support children and their families.</p> <p>Availability and accessibility to technological infrastructure to improve productivity.</p> <p>Children well-being are protected and promoted.</p>
eGov Jamaica Limited, Ministry of Science, Energy and Technology	<p>The eGovJa Datacentre Upgrade project aims to increase the infrastructural capacity of the GoJ datacentre to provide the secure, reliable and cost-effective infrastructure necessary for the provisioning of shared ICT solutions and services.</p> <p>To effectively provide this infrastructure, the datacentre has to undergo a phased upgrade to ensure the benefits are realized and to minimize the disruption of services currently hosted at the datacentre.</p>	<p>Reduced hardware maintenance costs due to reduction of MDA server infrastructure by estimated 50%</p> <p>Reduction of software license cost due to consolidation</p> <p>Reduced energy costs due consolidation into more energy efficient data centre and the use of virtualization technologies to achieve higher server utilization</p> <p>Avoidance of costs associated with the replacement of 50% of current MDA server infrastructure assuming a 5 year technology refresh cycle.</p>
eGov Jamaica Limited, Ministry of Science,	<p>The implementation of the proposed design for GovNet, a secure wide area network communication</p>	<p>Improved IT infrastructure backbone to facilitate efficiency in doing business</p>

MDA / Entity	Summary Description	Benefits / Results /Impacts
Energy and Technology	infrastructure to interconnect GoJ Ministries, Departments and Agencies to facilitate shared services.	<p>with GoJ</p> <p>Cost reduction by facilitating access to shared ICT infrastructure and services, and reduction in data connection link costs.</p> <p>Improved security of GoJ information assets</p> <p>Improved ICT infrastructure management by establishing guidelines, standards and policies for LAN/WAN operation and management.</p>
Fisheries Division, Ministry of Industry, Commerce, Agriculture and Fisheries	The conversion and modernisation of the licensing and registration operations to an internet-based, integrated licensing and registration information system that captures data, manages it, and provides timely, accurate reports. The system is expected to assist the operations of the Fisheries Division in managing the country's fisheries resources, staff time and attendance as well as improve the regulatory control, and increased scope for the Fisheries Division to generate revenue.	<p>Successful implementation of the proposed project will result in an efficient and accessible licensing system for all clients which will in turn facilitate significant improvements in the governance arrangements for the fisheries sector.</p> <p>Improved governance of fisheries is a critical criterion for socio-economic growth particularly in rural communities.</p> <p>In the medium to long term, it is anticipated that compliance from active fishers with the licensing requirements will improve from 10% compliance to over 80%.</p>
Ministry of Finance and the Public Service	<p>Training of Public Servants – Support HRM transformation through the retraining of public servants affected by HR actions.</p> <p>During the adjustment period following an HR action, the following support and retraining services are expected to be provided:</p> <ul style="list-style-type: none"> - Counselling; - Financial Planning & Investment 	<p>Provide a pathway for the smooth transition of public servants who choose to enrol in voluntary separation activities.</p> <p>To provide the opportunity for persons leaving the public service to acquiring a broader set of skills to become more employable in the wider labour market;</p>

MDA / Entity	Summary Description	Benefits / Results /Impacts
	<p>Options;</p> <ul style="list-style-type: none"> - Skills Training (including Resume Writing and Interview Skills); - Entrepreneurial Training 	
Ministry of Finance and the Public Service	<p>Upskilling of Public Servants – The GoJ is seeking to deliver Learning opportunities such as Strategic Workforce Planning (SWP) to specific MDAs’ HR staff to be able to support the implementation of new policies.</p> <p>SWP training will be delivered to cohorts of 20 HR staff of specific MDAs, each year from 2018 to 2021. The initial contract will be for 1-year and renewed based on satisfactory performance.</p>	<p>To enhance the capacity of public officers to support the implementation of new policies designed to promote the delivery of effective public services.</p>
Ministry of Finance and the Public Service	<p>Analysis of gender issues</p>	<p>Make gender information available on wages and positions in MDAs with MyHR+</p>
Ministry of Industry, Commerce, Agriculture and Fisheries	<p>The Trade Facilitation project is geared towards improving the business and trading environment in Jamaica; attracting international investors to invest in Jamaica; and fostering an efficient and modern public service. These improvements will ultimately lead to Jamaica improving its international business competitiveness, and also its placement in the Doing Business Report.</p>	<p>Streamlining and reducing the multiplicity of inspections by Border Regulatory Agencies from 3 or more per transactions to 2 or 1 coordinated inspections; and</p> <p>Upgrading Border Regulatory Agencies laboratories</p> <p>Reduce time to export and import (border compliance and documentary compliance times)</p> <p>Reduce cost to import and export (both border compliance and documentary compliance costs)</p>
Ministry of Labour and Social Security	<p>The Ministry of Labour and Social Security plans to replace its existing legacy work permit system and business processes with a new client focused web based work permit (WP) system. This system will support the needs of public and</p>	<p>Greater customer satisfaction, more efficient use of Ministry's resources due to reduction in processing time and greater ease of doing business in Jamaica experienced by</p>

MDA / Entity	Summary Description	Benefits / Results /Impacts
	private sector entities that need to fill skills gaps in their labour force externally. This system will be safe, secure, efficient, business friendly and facilitate investment in areas of need, be informed by labour market intelligence, and inform the training and certification needs to close skill gaps in the local economy. The new system and business process will also strengthen protection against the risk of the work permit system being used for human trafficking.	investors. Facilitate ease of doing business for both public and private sector employers who require qualified and skilled migrant labour to fill positions that cannot be filled by talent in the local labour market. A streamlined and primarily automated work permit procedure which facilitates the ease of processing, reviewing, approval and issuing of work permits.
Transformation Implementation Unit	Change Management	To gain acceptance of change and maintain change momentum.
Transformation Implementation Unit	Activities to strengthen Public Sector Transformation Implementation	Provide support to the TIU in executing activities that have been deemed essential to the successful execution of the programme but which do not fit directly into the other project areas.
Transformation Implementation Unit	PR & Communications Activities	To build support for public sector transformation among the public sector, private sector, media, & the wider society.
Transformation Implementation Unit	The expansion of the MyHR+	To implement MyHR+ in 85 MDAs.
Transformation Implementation Unit	The implementation of shared corporate services for the public sector (i.e., asset management, internal audit, finance and accounts, information technology, and public relations and communications)	Efficient and cost effective delivery of services in the 6 defined shared corporate services areas
Transformation Implementation Unit	Compensation review – Rationalization of Salary Scales and Allowances; and Performance Management Review	Rationalize salary/allowances, development of a compensation philosophy creation of closer link between performance and reward.

The Consultant, in pursuance of the main objective, shall do the following, as necessary:

- a) Review the quality of past Terms of Reference (TORs) prepared by the PEU against good practice for ToRs with a view to developing standard criteria for the preparation of ToRs.
- b) Review with the TIU management team and the Procurement Specialist any existing templates, quality standards and requirements for ToRs to support consulting services under the Project.
- c) Create a TOR toolkit with the necessary templates to be used by the project implementers as a reference and a guide.
- d) Effectively collaborate with responsible Implementing arm (MDAs/Component Leads) and the Programme Manager in completing the definition of the scope of work to be undertaken and the ToRs which will guide the consulting services required. The completed Consultancy TOR must aptly define the gaps that are to be filled and the exact requirements/outputs that the consultancy is expected to achieve. The TOR Writer must ensure that the scopes of work are well written and aligned to the deliverables.
- e) In consultation with the Implementing arm (MDAs/Component Leads) prepare accompanying Evaluation tool for each TOR.
- f) Prepare new draft ToRs as needed, based on good practices and in consultation with the PEU and persons from the related Implementing arm (MDAs/Component Leads) that possess good technical insight on required outputs and outcomes of assignment.
- g) Obtain the approval of draft ToRs by the assigned entities' through the Project Manager's and Programme Manager.
- h) Submit finalized signed off ToRs, approved by Project Manager and Programme Manager, to the PEU, Procurement Specialist.
- i) Prepare and submit along with the draft ToRs the detailed cost estimates including the underpinning assumptions approved by the Procuring Entity/Component to the PEU, Procurement Specialist. These cost estimates must be supported by well documented market analysis undertaken by the consultant and through liaising with the technical experts at the Implementing arm (MDAs/Component Leads)
- j) Revise TORs as necessary following comments from the Project's approving entities, including any Technical Working Groups and/or Project Steering Committee and/or Monitoring Committee and the IDB.
- k) Delivery of a minimum of 5 training sessions on Terms of Reference (TOR) development for project implementers.

IV. CONSULTANT PROFILE

Qualification and Experience

The Consultant shall have the following as minimum qualification and experience:

- a) Academic Degree / Level & Years of Professional Work Experience: First degree or equivalent in Public Administration, Business Administration, Engineering, Law, Economics.
- b) At least 10 years of experience working on development projects and development issues.
- c) At least 8 years of experience in public procurement.
- d) Sound knowledge of the procurement requirements and procedures of GoJ and International Development Partners, in particular the IDB.
- e) Knowledge of public financial management, organizational change, trade facilitation, Shared Services, Information Communication & Technology and/or change management is a plus.
- f) Demonstrated experience in research and communication.
- g) Direct experience with IDB or World Bank projects in Jamaica will be highly valued.
- h) Language(s): English mandatory.
- i) Advanced writing skills and problem-solving capability is required
- j) Effective communication skills
- k) Excellent interpersonal skills

Ability to work on own initiative and as part of a team

V. WRITING SAMPLE

The Proponent Consultant shall, in order to substantiate a firm grasp of the English language and excellent written communication skills, submit along with other documentation requirements contained in the Letter of Invitation or Public Advertisement a short typed-written sample of his writing, no more than ten (10) pages in length on single-sided letter-sized sheets, using Times New Roman 11point font size. The topics that **can be** considered are:

- Thoughts on Jamaica's 2030 vision and our progress towards the attaining of the vision
- The role of transformation within the Government of Jamaica
- Emotional Intelligence, an agent for Change in the workplace

VI. RESPONSIBILITIES OF CONSULTANT

The Consultant shall:

- Make the necessary arrangement for his transportation and logistics
- Sign a non-disclosure agreement
- Maintain confidentiality of all sensitive information garnered in the performance of the contract
- Undertake agreed tasks and provide deliverables from time to time
- Submits invoices for payment within the timeframe as instructed from time to time

VII RESPONSIBILITIES OF THE CLIENT

The Client shall arrange for each implementer to:

- Facilitate reasonable meeting requests with the relevant officers of the Implementing agencies and the Consultant
- Provide information requested by the Consultant on a timely basis and to the satisfaction of the consultant
- Provide the Consultant with reasonable access to relevant organizational offices, facilities, etc
- Review reports, process invoices and make payments on a timely basis

VIII. CHARACTERISTICS OF THE CONSULTANCY

The characteristics of this Consultancy are as follows:

- a) Time and Rate Retainer; Call-down expertise, as needed
- b) Contract duration: Two (2) years, renewable
- c) Primary Place of work: Place of residence, Kingston, Jamaica, with MDA / Entity consultations, as necessary, to take place at offices provided by the PEU
- d) Coordinator: PEU

IX. CONTRACT AND REMUNERATION

The Client is interested in signing a contract with a qualified and experienced professional meeting the qualification and experience outlined in the Consultant Profile above to perform the duties of TOR Writer. The consultant will be paid at a rate of J\$20,000 per man days over a two years period or as otherwise varied by the Client.

The time period allocated for completion of a TOR is three to five (3-5) man days based on complexity of the TOR. Non-Complex TOR will be allocated a maximum of 3 man days; Semi-Complex TOR will be allocated a maximum of 4 man days and Complex TOR will be allocated a maximum of 5 man days. These allocations in terms of number of days can only be varied with the pre-authorization of the Executive Director. The Client representative will agree with the consultant on the specific tasks/activities to be undertaken, the corresponding deliverables and the number of consultancy man days.

A work authorization form will be issued to set out the agreement for each work engagement which shall include deliverables, number of man days, including timelines for the delivery prior to the commencement of drafting of any TOR.

It must be noted that the consultant is not guaranteed any specific number of man days of consultancy. The number of man days that the consultant obtains is dependent on agreed complexity of the demanded TOR, which will be established beforehand and documented on the work authorization form.

The Consultant will be remunerated per ToR produced and accepted by the PEU, in accordance with the man days agreed for professional services. This consultancy does not provide for the payment of expenses incurred by the Consultant as a result of execution.

Reporting Requirements: The Consultant shall immediately report in writing to the PEU any problems encountered and recommended mitigation measures.

Consanguinity: Pursuant to applicable Bank policy, candidates with relatives (including the fourth degree of consanguinity and the second degree of affinity, including spouse) working for the Bank as staff members or Complementary Workforce contractual, will not be eligible to provide services for the Bank.

Diversity: The GoJ and the Bank are committed to diversity and inclusion and to providing equal opportunities to all candidates. We embrace diversity on the basis of gender, age, education, national origin, ethnic origin, race, disability, sexual orientation, religion, and HIV/AIDs status. We encourage women, Afro-descendants and persons of indigenous origins to apply.

X. CLIENT'S INPUT AND COUNTERPART PERSONNEL

The PEU shall:

- a) Identify and ensure availability of the appropriate liaisons within each MDA / Entity.
- b) Provide meeting rooms and any associated equipment and materials for MDA / Entity consultations, as necessary.

XI. PROJECT ADMINISTRATION

The supervisor will be the Executive Director, Transformation Implementation Unit, with delegated authority to the Programme Manager. The Supervisor will be responsible for approval of reports and invoices, after due consultation with the Implementing arm (MDAs/Component Leads) that coordinated the request.

XII. OTHER SERVICES

Additional services for contract management may be necessary depending on the nature of the activity and the capacity of the Implementing agencies (MDAs / Entities), through follow on contracts.