Government of Antigua and Barbuda  
Public Sector and Social Transformation Project  
Project Preparation Advance (P4650-001)  

Consulting Services on Strengthening the System of Civil Service Management in Antigua and Barbuda (Functional Review)  

Terms of Reference  

1.0 BACKGROUND INFORMATION  

1.1. Antigua and Barbuda is an English speaking Caribbean nation of just under 90,000 people. It is a member of a monetary union with the mandate for monetary policy vested in the Eastern Caribbean Central Bank; and a member of an economic union that came into force in January 2011 by a treaty to establish the OECS Economic Union. Antigua and Barbuda’s economy is primarily service-oriented with tourism emerging as the most productive sector.  

1.2. Like several small developing countries with open economies, Antigua and Barbuda is navigating the spill-over effects of the financial and economic crisis afflicting the major industrial countries. The responses and the options available to the country are severely curtailed by a history of weak fiscal management, an unsustainable debt burden and weak institutional structures to address recovery in a concerted and effective manner. Accepting that it needed a strategy for growth and transformation to deal with the immediate socio-economic situation, the Government of Antigua and Barbuda (GOAB) framed a national response to the global crisis in its 2010 to 2014 National Economic and Social Transformation (NEST) Plan to place the economy on a long-term sustainable path.  

1.3. The NEST Plan provides a comprehensive package of programmes and policies intended to stimulate activity, repair the fiscal and financial health of the economy, and bring relief to the less fortunate members of the society. There are four elements of the NEST Plan:  

- *The Fiscal Consolidation Programme* – a mix of revenue and expenditure measures including more efficient tax collection, a reduction in the interest bill on both domestic and external debt, and actions to streamline government expenditure and raise revenue, while protecting targeted social spending;  

- *The Economic Action Plan* – encouraging economic activity and employment opportunities through a domestic economic stimulus;  

- *The Social Transformation Programme* – development of health, education and the protection of vulnerable groups including the continuation of school meals.
programmes and allowances for the elderly, as well as the introduction of unemployment benefits;

- **Financial Sector Stability** - reforms to strengthen the financial sector;

The Ministry of Finance, the Economy and Public Administration (MFEPA) leads the implementation of the NEST Plan.

1.4. Linked to the NEST plan is the GOAB’s public sector transformation and modernisation agenda. In particular, several reforms have been initiated as part of the Fiscal Consolidation Programme and to enhance efficiency of public sector institutions for a better and improved service delivery. Some of these reforms are described and time-tabled in the *2010 to 2013 Public Sector Transformation (PST) Strategy*. The decision to pursue public sector transformation, albeit difficult but necessary, was grounded in a firm commitment to ensure that the people of Antigua and Barbuda get the government that they deserve – one which works to enhance the quality of life for citizens and residents while ensuring accountable and transparent operations.

1.5. The overarching goal of the public sector transformation agenda is improving the effectiveness and efficiency of the public sector through:

(a) Regularising and modernising public sector administration and management (revising legislation, regulations and policies);

(b) Effective management of the cost of government employment;

(c) Restructuring of government organizations with the aim to streamline the structures and employment based on the review of the relevance of the current functions and programs;

(d) Introducing best fit practices in public service (human resources) management, such as job-skill fit, recruitment and selection, performance management, succession management and data management;

(e) Strengthening focus on policy development through supporting the decision-making at the policy design and management level; and

(f) Improving budget management effectiveness.

1.6. The Government of Antigua and Barbuda requested the World Bank and other development partners (CARICAD, CDB, Commonwealth Secretariat, and others) to support the national transformation agenda. To prepare a project that would help deliver national transformation objectives, the World Bank has approved extending a Project Preparation Advance to the GOAB, so as to conduct relevant studies and preparatory activities, among which are functional reviews.
1.7. The project is expected to support the integration of the public service employment and management regime, as well as strengthen government capacity in developing, approving and implementing policies. These terms of reference focus on the preparatory activities that would inform the Government and the World Bank on how the institutional systems on public sector management should be strengthened to enable effective reform management and achievement of the NEST Plan’s strategic objectives.

1.8. Currently the public service is costly and inefficient. Multiple employment regimes (established and non-established), create inequalities, reduce public sector transparency, increase costs, diffuse responsibility and accountability and diminish motivation. The outdated centralized human resource management procedures reinforce formal rule compliance, while neglecting incentives for improving public sector performance. In spite of the analytical work done by the donor organizations in the, recent years, the awareness of civil servants on the ways to introduce changes, as well as skills to manage the reform process are lacking. These are the major causes of inefficiency of public service management, which the Government, represented by the Minister of Finance, the Economy and Public Administration (MFEP), is strongly committed to address.

2.0 OBJECTIVES OF THE ASSIGNMENT

2.1 The objective of this consultancy is therefore to develop recommendations for restructuring and strengthening institutions based on functional, organisational and procedural analysis of government entities with responsibilities for leading public sector transformation, and for the management of the public service in the GOAB. The core entities include: the Establishment Department (ED) (human resource management function), Training Division (TD) and Public Sector Transformation Unit (PSTU) in the MFEP. For each department the consultancy will develop an assessment of the current situation and identify areas for efficiency improvements.

2.2 In the case of the Establishment Department, the consultancy is expected to help the Government of Antigua and Barbuda **with a programme to decentralise selected HR management functions** and revise the role of the Establishment Department as a department responsible for developing policies and practices for human resource (HR) management, maintaining records of the single public service, providing support to ministries, departments and agencies (MDAs) in managing their human resources, and exercising oversight over implementation of HR practices by MDAs.

2.3 In the case of the Training Division, the consultancy is expected to review its role in supporting the MDAs to develop the skills of their staff. The review should help determine the role and functions of the TD as it relates to:

(a) Developing competency frameworks;

(b) Conducting training needs analysis;
(c) Organising the training and development events;
(d) Delivering the training;
(e) Operating a centralised budget for training for the entire public service;
(f) Maintaining records of training and skill profiles.

2.4 The case of the PSTU it would be essential to determine its deliverables as it relates to the public service, organisational structure of the government, strengthening management of the public service, and what instruments/mechanisms it needs to have to achieve these goals.

2.5 The specific objectives of the assignment are:

(a) To conduct functional reviews of these three (3) departments;
(b) To make concrete recommendations for improving their efficiency to deliver their mandate;
(c) To identify non-core functions currently undertaken by these departments that could be more efficiently carried out if (i) decentralised to other departments and/or ministries, (ii) centralised within the department or another department, (iii) consolidated/merged;
(d) To extrapolate from the analysis of the department (3) departments reviewed and make general recommendations to improve public sector structures, systems and staffing to be considered in future phases of institutional reforms of the public service;
(e) To develop and leave a methodology and procedure for future efficiency reviews;
(f) To provide training and guidance to implement the accepted recommendations.

3.0 SCOPE OF WORK

3.1 The review should analyse the following:

(a) The legal mandate of these departments as well as those of the Public Service Commission;
(b) The national policy objectives related to strengthening the performance of the civil service;
(c) Transformation proposals formulated in analytical reports on civil service and policy function;
(d) Action plans (strategies) of these departments aimed at implementation of national policy goals of improvement of public service performance and trimming costs;
(e) Result (outputs) of the entities delivered over the last 3 years;
(f) The functions and their relevance to the national policy goals and organisational objectives;
(g) Legal status and its suitability for implementing the entity’s mandate;
(h) Staffing level, relevance of job descriptions, competencies and staff skills;
(i) Internal procedures, planning, coordination, information-sharing, internal controls, and accountability arrangements;
(j) Coordination with external stakeholders, its effectiveness and efficiency.
(k) Quality of service from the perspective of the internal clients (such as Ministers, Permanent Secretaries, heads of departments, employees)

3.2 Based on the information gathered on issues above, the consultancy should identify the main strengths and weaknesses of the current organisational arrangements, functions and staff qualifications and develop recommendations for how public sector management system in GOAB could be strengthened through:

(a) Better organisation and integration in decision-making systems on public policies and public services (revised organisational structure);
(b) Revised strategic objectives on managing public sector transformation for the entities concerned, scope and focus of functions and tasks;
(c) Improved internal procedures and accountability;
(d) Improved communication and coordination internally, with each other and with other departments;
(e) Improved mechanisms for soliciting feedback from customers;
(f) Better staffing (quantity, skills, knowledge and competencies)
(g) Necessary capacity building and development;
(h) Technical assistance (length of support and profile of advisors/consultants needed to implement changes).

Additionally, a change management plan should be developed for implementing proposed changes.

4.0 DELIVERABLES

4.1 The consultants will be responsible for the timely delivery of the following:
(a) A **draft report on the analysis** of legislation, objectives, functions, organisation, staffing, service quality and identification of strengths and weaknesses. This report will be presented by the consultancy at the MFEPA management meeting to receive the feedback and directions;

(b) A **report with options** for changes in tasks, functions, organisational structure, and capacity building and development. The report should include the following:

   i. Definition of the role of the ED, if any, in supporting the process of the establishment of the single public service;

   ii. How the role and functions of the Public Service Commission would be impacted in an environment of decentralised HR functions;

   iii. Recommendations for the proposed position of the Head of the Public Service (HOPS);

   iv. A mapping of the roles and functions of the Minister of the Public Service, ED, PSTU, Cabinet Secretariat, HOPS, Committee of Permanent Secretaries and the Public Service Commission to inform the changes in legal and organisational frameworks.

This report will be submitted to the Minister of Finance, the Economy and Public Administration and a team of senior public officials for review and comments.

(c) **Final report that includes action plan to implement recommendations, reorganisation plans for the departments and a change management strategy** in line with the GOAB needs and in accordance with lessons from international experience, particularly that of OECD countries, and potential risks to achieving reform objectives.

The consultants will receive guidance from the Director, PSTU who will serve as their counterpart. The Minister of MFEPAP will receive the recommendations from the consultancy, and will chair all meetings where reports are presented for review and discussions.

5.0  **CONSULTANT QUALIFICATIONS**

4.2 The assignment can be implemented by a consultant with the following qualifications:

   (a) Practical experience in public sector management in central government institutions responsible for civil service and policy management;

   (b) Familiarity with the recent OECD practices in public service management and policy coordination;
(c) Familiarity with the idiosyncrasies of the client’s economic and social context;
(d) Record of effective implementation (or support to implementation) of civil service transformation in at least three (3) countries, two of which should be in the Caribbean;
(e) Familiarity with the methodology of functional analysis;
(f) Experience in developing and organizing training and change management activities;
(g) Excellent communication skills and ability to manage conflict; and
(h) Positive references from previous clients.

6.0 TERMS AND CONDITIONS

The assignment should be implemented in the period from December 2012 to February 2013. The consultant(s) will need to make at least three (3) visits to Antigua and Barbuda for appraising the organisations in questions, as well as gaining views of the major stakeholders of the civil service such as the Permanent Secretaries, Chief Establishment Officer, and Public Service Commission. The consultancy should start as soon as practicable.

Applications should be submitted by November 28, 2012 addressed as follows:

RE: Functional Review of the Establishment Department, Training Division and Public Sector Transformation Unit
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