

TERMS OF REFERENCE (ToR)

GENERAL INFORMATION

Services/Work Description: National Lead Consultant for Assessing the politics-administration interface within the civil service system in Ethiopia for the Federal Civil Service Commission (FCSC)

Project/Program Title: Capacity Development Project to Support the Civil Service Reform

Contract Type: Individual Consultancy (National)

Post level: National Lead Consultant

Duty station/Location: Addis Ababa, Home-Based

Duration: 60 working days

Expected Start Date: Up on signing of contract

I. BACKGROUND/PROJECT DESCRIPTION

Ethiopia remains with low human development in the world and has seen little change relative to others. Human development progress requires improved public services. The civil service is part of the wider public service system consisting of government ministries, bureaus, departments, and commissions/agencies that may include people advising the executive in the formulation of public policies and involving in the execution of same. The civil service is thus a major role player in government whose effectiveness necessitates professional, skilled and motivated civil servants.

Despite the fact that a modern civil service has a long history in Ethiopia dates back to the Menelik II Era 1907, and a series of institutionalization and restructuring measures on various fronts have been undertaken, its efficiency and effectiveness far from optimal. Since the early 1990s several reform initiatives have been conducted in the country to restructure the civil service system along with establishment of autonomous institutions. However, due to various factors emanating from the very nature of the regimes and among other things, due to the high attention given to political loyalty in assigning civil service posts especially in the last or so decades, as well as a high level of political interference affecting standard operating procedures, the civil service repeatedly failed to deliver the intended service to the public and only limited successes were made in that regard. As many scholars agree, there has been a lack of segregation of the civil service system from party politics; lack of merit system and autonomous civil service institutions are among the critical challenging factors that impede the development an effective and efficient public administration.

In order to effectively and efficiently manage the civil service system in the country, it is important to clearly understand the nature of the political system which exists in the country and the nature of the civil service administration, as well as the interface between the two. Thus, the politics-administration interface is a critical issue that needs to be addressed if the civil service system should ensure bureaucratic responsiveness to politicians and administrative quality and performance. Ethiopia is in a state of transformation, and thus, the expectation of the Ethiopian people for effective public governance remains high ever than before. In order to meet this expectation, the Federal Civil Service Commission is established with the objective of realizing a meritorious, efficient, productive and permanent civil service. At present, the Commission has a keen interest to clearly understand the degree of politicization of the public administration and would like to develop strategic mechanisms that can ensure a balanced interface between the civil service system and the political system. Accordingly, the Commission established a task force composed of various relevant disciplines to study and propose recommendations on the politics-administration interface as manifested in the degree of political control, insulation from political intervention, bureaucratic responsiveness to politicians, administration quality and performance, democratically accountable performance, and quality and effective service delivery, within the Civil

Service System in Ethiopia. The task force is composed of senior researchers and experts from the relevant fields of study.

In support of the national initiative, DFID, UNDP and the Federal Civil Service Commission have jointly designed a Capacity Development Project that aimed at supporting the national reform that the country is undertaking towards professionalizing the civil service. The national initiative is intended to have a competent, effective and efficient civil service acquainted with the desired standards of knowledge, skill and attitude to serve the public interest impartially and in an ethical and professional manner. It is expected to improve systems, processes and standards in order to underpin better performance, accountability and meritocracy within the civil service. Hence, UNDP, in collaboration with the Implementing Partner of the project would like to commission an individual level consultancy to carry out a research/assess the balance between the bureaucratic responsiveness to politicians and administrative quality and performance in the politics-administration interface within the Civil Service System in Ethiopia; and to develop strategic mechanisms as a means to ensure democratically accountable governance.

II. OBJECTIVE OF THE CONSULTANCY

The purpose of this consultancy assignment is to assess the politics-administration Interface within the Civil Service System in Ethiopia, and to develop strategic mechanisms to ensure democratically accountable governance and effective and efficient service delivery in the Civil Service System. More specifically, the followings are the main objectives of the assignment.

- a) To investigate the extent to which political control is being applied over the bureaucracy/administration and to examine the bureaucratic responsiveness of civil servants to politicians within the Civil Service System in Ethiopia.
- b) To evaluate the extent to which the working units are insulated from political interventions in the administrative business within the Civil Service System in Ethiopia.
- c) To make recommendations on the strategic mechanisms by which bureaucratic responsiveness is ensured while maintaining administrative quality and performance in each working unit within the Civil Service System in Ethiopia.

III. FUNCTIONS/KEY RESPONSIBILITIES

Under the supervision of the Federal Civil Service Commission and UNDP, the national consultant will be responsible for the following activities:

- Leading a team of consultants for the consultancy assessment/ activities and ensuring the duties assigned to the other individual consultants working as a team are handled on schedule.
- Recruitment, contracting, and payment of experienced enumerators and supervisors, Overseeing the overall consultancy task and work of the consultant team
- Preparation of interviewer training curriculum and materials, manuals and implementation of personnel training.
- Testing, and formatting of questionnaires.
- Reproduction of the questionnaires and other data collection forms in a quantity sufficient to cover the needs of the baseline survey, including obtaining any required copyright or other permissions for proprietary surveys.
- Organizing and providing of logistical support (transport, per-diem, etc.) to interviewers and supervisors while data are being collected.
- Delivery of entered data in a format readable by common statistical software (e.g. Stata) on a weekly basis.
- The Consultant shall be responsible for the full dataset compilation and the final edit and lay-out of the printable version of the final report.

IV. REPORTING RELATIONSHIP

The successful consultant will work under the guidance of the FCSC and UNDP. He/She shall submit the required report to both FCSC and UNDP. The consultant will closely liaise with the Governance Unit

within UNDP and also with the responsible expert of the Federal Civil Service Commission. The consultant shall also cooperate and closely work with DFID as necessary. The Responsible director within the Federal Civil Service Commissioner and the UNDP Governance team leader will provide an overall guidance to the assignment.

V. CONTRACTUAL ARRANGEMENTS

One national lead consultant will be engaged for this assignment. A contract will be signed with the individual consultant. The selected lead consultant will work as a team with the senior national consultant; as such they will assume joint responsibility for a timely and quality delivery of the assignment. The consultants shall agree on a division of labor among themselves for better coordination. The Lead consultant may mobilize other junior consultants/researcher as the need arises. UNDP's Democratic Governance and Capacity Development Unit will be the primary focal point and as such it will manage the overall financial and contractual arrangement with the consultants.

VI. DURATION OF THE ASSIGNMENT

The assignment will be implemented over a period of 80 days starting from the signing of the contracts, with 60 payable working days. Contractual/professional fees will be made upon submission of deliverables as per the following milestones, and approval of the same by UNDP and FCSC.

VII. PAYMENT MILESTONES AND AUTHORITY

The successful consultant shall receive his/her payments upon certification of the completed tasks satisfactorily, as per the following schedule:

Payment tranche	Deliverables	Approval should be obtained	Portion
1 st tranche	Upon submission and approval of Inception Report with detailed methodology and work plan	UNDP	20%
2 nd tranche	Upon submission and endorsement of draft study document on politics-administration interface	UNDP	40%
3 rd tranche	Upon submission of final product/study document (as specified under 'deliverables').	UNDP	40%

Note that final payment is dependent on the completion of all the tasks as well as hand-over notes and submission of all the deliverables.

VII. EXPECTED DELIVERABLES

Key deliverables of this assignment are summarized as follows:

- Inception report of the study/research that includes methodology/tools and a clearly work for the assignment
- Draft analysis report with recommendations and complementary action plan/Final draft report incorporating comments and inputs
- Validation Workshop, which will be organized by FCSR and UNDP (workshop could be through virtual meeting)
- Final research/study document on politics-administration interface within the Civil Service Organization

IX. REQUIRED QUALIFICATION AND EXPERIENCE

Preferably PhD holders or a master's degree in knowledge management, HRM, management, public management, social studies or related fields.

- A minimum of 10-year work experience with demonstrable capability in similar assignment and research activities; and social studies. Be an expert in the field of the assignment
- Experience in civil/public service management and administration functions

- Knowledge and skills to conduct research and/or offer consultancy services in public administration and governance.
- Strong understanding of the Ethiopian civil service policy, laws, systems and structures
- Ability to lead a team of consultants
- Ability to report to the evaluation team (UNDP, Civil Service Commission & DFID) effectively about the progress of the work, including the submission of interim entered data and the identification of noticeable difficulties.
- Ability to work with electronic based data capture, monitoring and evaluation tools
- Be ready to assume work as soon as possible.

Competencies:

- Fluency in English and Amharic;
- Sound communication skills both verbal and writing;
- Assessment, analytical, statistical and planning skills
- Flexibility and adaptability to work in/with a varied team across multiple office and cultures

UNDP Corporate competencies

- Demonstrate commitment to UNDP's Mission, vision and values and that of the respective Implementing Partner;
- Display Cultural, gender, religion, race, nationality and age sensitivity and adaptability;
- Treats all people fairly without favoritism

X. CRITERIA FOR SELECTING THE BEST CANDIDATE

Qualified Individual Consultants (ICs) are expected to submit both the **Technical** and **Financial Proposals**. Only applicants who fulfil the qualifications will be shortlisted and contacted. Consultants will be evaluated based on **cumulative analysis** as per the following scenario:

- Responsive/compliant/acceptable; and
- Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation. In this regard, the respective weight of the proposals is:
 - a. Technical Criteria weight is **70%**;
 - b. Financial Criteria weight is **30%**;

Evaluation Criteria:

Criteria	Weight	Max. Point
Technical Competence (based on CV, Proposal and Interview (as required))	70%	100
Criteria (a): Educational relevance: close fit to post: Master's plus; or Doctoral awards remain advantage in the field of public administration and policy, laws, economics, governance, or management studies		20
Criteria (b): Understanding the scope of work and organization of the proposal: In-depth understanding of the Scope of Work (SoW); comprehensiveness and appropriateness of the methodology/approach, organization & completeness of the proposal		40
Criteria (c): Individual competencies (experience in similar assignments): 10 Years of experience in civil/public service management and administration functions; Knowledge and skills to conduct research and/or offer consultancy services in public administration and governance.		40
Financial (Lower Offer/Offer*100)	30%	30
Total Score	Technical Score * 70% + Financial Score * 30%	

XI. CONFIDENTIALITY AND PROPRIETARY INTERESTS

The consulting firm shall not, either during the term or after termination of the assignment, disclose any proprietary or confidential information related to the consultancy service without prior written consent. Proprietary interests on all materials and documents prepared by the consulting firm under this assignment shall become and remain properties of the FCSC and UNDP.

XII. RECOMMENDED PRESENTATION OF TECHNICAL PROPOSAL

Interested consultants should submit cover letter expressing their interest and outlining their qualification and motivation for the consultancy together with CV and brief proposal on the methodology and approach for the assignment to the UNDP.

TECHNICAL PROPOSAL COVER PAGES

Cover Page

Cover Letter

SECTION I. TECHNICAL PROPOSAL SUBMISSION FORM

- 1.1 Letter of Motivation
- 1.2 Proposed Methodology
- 1.3 Past Experience in Similar Consultancy and/or Projects
- 1.4 Implementation Timelines
- 1.5 List of Personal Referees
- 1.6 Bank Reference

SECTION II. ANNEXES

Annex a. Duly Signed Offeror's Letter to UNDP Confirming Interest and Availability (use the template hereto)

Annex b. Duly Signed Personal CV's