

Government of Grenada
Department of Public Administration (DPA)

Terms of Reference for local consultant
Staffing and Expenditure Reviews – Human Resource Audit

I. Background

The Government of Grenada and the World Bank have signed an agreement to implement a Public Sector Modernization project: **Strengthening Personnel Expenditures Management**. The Components of the Project are:

COMPONENT 1: *Strengthening Management of Personnel Expenditures*;

COMPONENT 2: *Enhancing Quality of Public Expenditures*; and

COMPONENT 3: *Project Audit*

The Government of Grenada is the largest employer in Grenada, providing work for approximately 5 percent of the population. The wage bill is one of the major components of public expenditure, and the need to control it has become more important due to increasing fiscal pressures as a result of the global economic crisis. While Grenada's wage bill was 10.7 percent of the GDP (average 2000-2004), in line with the average for small states and lower than other Commonwealth Caribbean countries, personnel expenditures increased to 13 percent of GDP in 2008. This represents over half of the public recurrent expenditures.

A zero-growth policy for public employment, in place since the 1990s, has not had the desired effect. First, the rule has not been applied consistently, and the number of public employees has grown, in part to address the fact that the formal number of positions would not allow government to carry out its expanded services. Second, also to be able to deliver services, the government has developed flexible mechanisms that employ contractual workers outside the civil service. Most contractual positions actually hold several advantages over the formal positions for staff, providing increased financial benefits. There are indeed technically skilled staff who are contract-based and do not have an incentive to join the public service as it is not financially rewarding. The formation of a parallel public service reduces the integrity of the core public service and discourages those who may be interested in joining the public service. The result of such additional employment causes distortions in the wage bill, and additionally does not give Government a clear picture of the number of core public service staff needed to carry out its functions.

Further, key core public sector areas, such as the ones covered by the Health and Agriculture Ministries, need to be revised in order to determine whether these key areas have the requisite staff. Other agencies such as the ministries of Education and of Legal Affairs and the Supreme Court Registry have been requesting the creation of new positions but the government has not been able to perform a needs assessment to make such informed staffing decisions.

To ensure the successful implementation of the Project, and in accordance with the provisions for financing, the Government of Grenada desires to engage the services of a senior local consultant with expertise on the legal framework for human resources management in Grenada or similar Commonwealth Caribbean countries.

The consultant will assist the lead consultant in conducting expenditure reviews in the pilot ministries and receive support from a cross ministerial team of Public Officers organized by the DPA.

II. General Objective of the Assignment

Contribute to improving the allocation and use of available public resources by improving the management of personnel expenditures through staffing expenditure reviews and human resource audits in five (5) pilot Ministries of Grenada's public administration.

III. Scope of Work

The local consultant will work closely with the lead consultant to carry out staffing and expenditures reviews and human resource audits in five (5) pilot Ministries or Departments and provide action plans for implementing recommendations. The five (5) pilot institutions are expected to be: (i) Ministry of Health; (ii) Ministry of Education; (iii) Ministry of Legal Affairs; (iv) Ministry of Agriculture; and (v) the Supreme Court Registry.

The reviews will be informed by the GoG's policy agenda and the mandate of each Ministry or Department; and will focus on:

1. Identifying and categorising the current number of workers paid from public funds vis à vis established, un-established and all contractual appointments, including the Programme 340 - Professional and Other Services, to be undertaken by the cross ministerial team through a posts audit;
2. Identifying the current skills set of employees within each pilot Ministry or Department, to be undertaken by the cross ministerial team through a posts audit;
3. Identifying the requisite skills set per post within each pilot Ministry or Department to facilitate its optimal performance;
4. Determining the most critical and common skills set gaps for positions within the pilot Ministry or Department;
5. Identifying the optimal number of workers per pilot Ministry or Department to effectively and efficiently carry out its mandate, and therefore identify redundancies and duplication of tasks within each pilot Ministry or Department if any;
6. Identifying staffing deficits or surpluses per pilot Ministry or Department;
7. Providing recommendations to determine the best employment method to fill each position within each pilot Ministry or Department vis à vis established,

- un-established or contractual appointments, especially focusing on new positions needed and on the potential business need for conversion of un-established or contractual employees having similar tasks and number of years in service to established positions;
8. Providing recommendations for improving the allocation and use of public resources with respect to personnel to include recommendation and cost implication for the optimal staffing requirement; and
 9. Providing an action plan for carrying out the recommendations agreed with key stakeholders.
 10. Facilitate training workshops in conducting staffing and expenditure reviews for DPA/Cross Ministerial Team within second week of assignment

Upon completion of individual pilot Ministry or Department review, the local consultant will participate in workshops together with the lead consultant and Public service top management, representatives from the Ministry of Finance, the DPA and the Cabinet's Office to disseminate the findings of the reviews and discuss the recommendations. In addition, the consultant will co-facilitate presentations to the Cabinet and the Senior Managers Board on the findings of the review and discuss recommendations. These discussions will inform the action plan that will be submitted to Cabinet for approval.

The local consultant will together with the lead consultant develop and agree on an inception plan of how the team is going to carry out the work and what in particular they will focus on, which will be subject to the Government's approval. Once the inception plan is acceptable to the Government, the local consultant will work under the leadership of the lead consultant and assist in conducting the reviews and prepare individual reports per audited institution. The preparation of each report and action plan is expected to take no more than 21 days. For each pilot Ministry or Department review, the consultants team – with the assistance of the cross ministerial working team – is expected to deliver the following outputs:

1. Reports outlining the following:
 - a. Current number of workers per appointment category (established, un-established, contractual);
 - b. Optimal number of workers per position and best appointment method to carry out the mandate of the Ministry or Department;
 - c. Current skills set per employee;
 - d. Requisite skills set per position;
 - e. A skills gap analysis per position;
 - f. Redundancies and duplication of tasks; and
 - g. Manpower deficits and surpluses.
2. Training workshops for DPA/Cross Ministerial Team within second week of assignment.
3. Draft review report, no later than 10 days after initiation of activities.
4. Final review report, no later than 20 days after initiation of activities.
5. Action plan, no later than 22 days after initiation of activities.

6. Presentation of findings to Cabinet, Senior Managers Board and the Public Service Commission.
7. A “How to” process manual to conduct efficiency reviews.

The local consultant will undertake the following to meet the objectives of the consultancy:

- a. Work closely with the lead consultant to produce an inception report within one week of the assignment;
- b. Work closely with the lead consultant in the preparation of a final report within two weeks after completing the assignment;
- c. Assist lead consultant in the delivery of training workshops in conducting staffing and expenditure reviews for DPA/Cross Ministerial Team within second week of assignment;
- d. Advise the lead consultant on the legal framework and policies governing the Public Service;
- e. Explain the peculiarities and intricacies of the Grenada Public Service;
- f. Assist the lead consultant in accessing and meeting key Public Service Personnel;
- g. Assist the lead consultant in data gathering; and
- h. Make contributions to reports produced by the lead consultant.

IV. Deliverables for the Local Consultant:

- a Contributions, including research data, to the inception report to be submitted within one week of the assignment;
- b Contributions, including research data, to the final report which is to be submitted within two weeks after completing the assignment; and
- c Meetings with key Public Service Personnel.

V. Qualifications and Experience

Minimum requirements:

- Professional qualification in public administration, economics, business administration or similar fields.
- Have at least 10 years working experience as a senior Public Officer, including experience as deputy permanent secretary or permanent secretary in at least one ministry or agency
- Extensive knowledge of the Grenada Public Service
- Experience in Public Sector Reform
- Be a respectable public officer
- Must be able to conduct meetings and bring stakeholders together

VI. Working arrangements

The local consultant is expected to contribute to the completion of the review process of each pilot institution in no more than 21 working days, for a total of 105 days of work. The consultant will agree on a more detailed work plan with the lead consultant. The consultant will follow lead consultant's guidance throughout the process.

VII. Reporting

The consultant will report to the Permanent Secretary of the Department of Public Administration of Grenada.

VIII. Payment arrangements

The consultant will be paid in five equal installments upon completion of the review for each individual institution and the approval of the reports by the Government.