



FEDERAL GOVERNMENT OF SOMALIA

Somalia Capacity Injection Project (ID: P149971/TF: 0A0415/0A5472)

Terms of Reference

Technical Assistance on supporting the development of cabinet business processes (cabinet manual/handbook) and Guidelines for public policy formulation process and procedure at the Center of Government, Office of the Prime Minister, FGS

Ref: SO-OPM- 47814-CS-INDV

Project Name:	Somalia Capacity injection
Type of Consultancy:	Individual Consultant
Duration of the Assignment:	180 Person-days (work-man days)
Expected Starting Date:	December 1, 2020 (<i>tentatively</i>)
Expected Ending Date:	August 31, 2021 (<i>tentatively</i>)
Duty Station:	Office of the Prime Minister, FGS, Mogadishu – Somalia.

1. Background

The Federal Government of Somalia (FGS) endorsed the New Deal Compact for Somalia in the Brussels conference of September 2013 to serve as the country's foundation for the development and strengthening of the capacities of the government institutions to meet the needs of its people. The Compact recognized capacity development as a key enabler essential for peace-building and state-building and identified "*building core public sector capacities*" as an immediate objective. It called for "dedicated support to a number of core functions, including center of government, civil service management, and public-sector capacities, as well as the coordinated roll-out of basic cross-cutting administrative systems".

Therefore, the Federal government has been implementing a capacity development flagship program as part of meeting its institutional capacity development priorities and commitments, supported by the Capacity Injection Project (CIP) of the World Bank. The Federal Government of Somalia (FGS) together with the World Bank commenced implementation of the Capacity Injection Project (CIP) in 2015 to improve performance of key government functions, strengthen its policy capabilities and improve civil service management. As part of the project agreement documents, only 10 beneficiary institutions are receiving direct support from the project. Though the CIP is a foundational capacity development project, it only responds to an urgent request of the Federal Government of Somalia to fill critical government's capacity priority needs.

The Office of the Prime Minister is the seat of this project and also is one of the major target beneficiary institutions of the CIP project and is currently being supported to improve capacity to perform its policy capabilities at the center of the government.

Among the key challenges that the Office of the Prime Minister has been facing include lack of comprehensive cabinet manual/handbook and uniform policy formulation format for the cabinet and strategic policy delivery and management procedures for the policy implementation and coordination with ministries/sectors on policy issues by the Cabinet affairs office.

Additionally, there is a need to develop capacity within the Cabinet affairs department and line Ministries, notably in policy formulation, implementation and evaluation. Currently, there is no established system for developing public policy and, as a consequence, policies are not well defined and coordination/consultation with ministries are not structured. It is anticipated that the Policy Management, Delivery and Tracking department will enable Cabinet to filter, coordinate and monitor the implementation of policies.

As a result of the organizational review exercise of the Office of the Prime Minister that was conducted in 2016, a new organizational structure was introduced and five technical departments now make up the organizational core of the OPM namely:

1. Cabinet/Parliamentarian Affairs Department
2. Policy Oversight and Delivery Management Department
3. Capacity Development and Coordination Department
4. Communications, Protocol and Public Relations Department
5. Finance and Administration Department.

According to the constitution, the major functions of the Prime Minister's Office lies in the cabinet and parliamentarian department. There has been gaps and lack of standardization of the existing cabinet procedures which need to be improved and advanced because, having unstandardized cabinet business process and tools affects the efficiency of the cabinet department of the Office of the Prime Minister.

Therefore, having standardized cabinet business process manual will enable the OPM to provide an induction orientation to council of ministries whenever they are appointed in order to have proper guidance of the cabinet business process.

2. Rationale of the Assignment

In recent past, the OPM had established four major roadmaps as the current government's agenda namely: 1) inclusive politics roadmap, 2) security and justice roadmap, 3) economic recovery roadmap, and 4) social service delivery roadmap. All line ministries and the agencies of the government are working under these roadmaps for delivery of set milestones. These are positive in terms of coordination and tracking delivery and performance of the institutions.

As part of ongoing reform measures, the Office of the Prime Minister (OPM) would like to get technical assistance to initiate a set of activities under component three of the project to strengthen the Cabinet Affairs Department to function effectively and efficiently. The OPM office would like to develop a Cabinet Manual or Cabinet Handbook that prescribes the rules and procedures that must govern processing of Cabinet Memoranda and other policy documents meant for consideration by the Council of Ministers.

The Cabinet Manual/Handbook also sets out the standards of such processes and documents and the structuring of Cabinet work. Once the Handbook receives Cabinet approval, all government institutions involved in policy formulation and processing of Cabinet documents have to be trained and their institutional capacity strengthened to ensure policies meant for Cabinet consideration are of high quality.

It is in this regard that the Federal Government of Somalia, with support of the World Bank, is seeking a suitable Policy and Cabinet Process Expert to work with the Office of the Prime Minister to develop comprehensive cabinet manual/cabinet handbook for cabinet business process as well as policy formulation guidelines and format.

3. Objectives and scope of the Assignment

The principal objective of this assignment is to provide Technical Assistance to support the OPM (Centre of Government) on Cabinet Manual/Handbook for modernization of cabinet business process, Policy development guidelines. More specifically, the objectives of this assignment are:

- (i) To strengthen the business process of the cabinet and decision-making process of its Committees, and its inter-Ministry working groups, particularly through support to the Cabinet Secretariat and the legal unit, and to build the capacity of the Cabinet to effectively interpret the Cabinet manual, the legislative process, and how to make effective sound decisions;
- (ii) To support the development of effective capacities for policy analysis, advice, coordination and monitoring, particularly through support to the Policy Management, Delivery and Tracking Department of OPM and to ensure that Cabinet processes are run efficiently;
- (iii) To develop effective administrative support systems for the Office of the Prime Minister; and
- (iv) To advise senior management in the OPM on issues relating to organization, management and change management and build capacity of the senior management team at cabinet secretariat of OPM.

4. Approach, Methodology of the Assignment

The consultant shall carry out the tasks listed in this ToR in close consultations and working with key relevant senior management and advisors at the office of the Prime Minister particularly the cabinet delivery unit. The consultant will review all the existing systems and documents relevant to the deliverables of this assignment and the relevant department of OPM will be required to provide such documents.

The consultant will be required to work closely with the technical teams of the cabinet delivery unit of OPM and provide knowledge transfer to perform their duties effectively and efficiently.

5. Key Specific Duties and Tasks

The consultant will perform the following specific tasks or functions:

5.1 Strengthening the business process of the cabinet and decision-making process of its Committees and its inter-ministerial working groups:

- Review the existing Cabinet Manual/Handbook, determine areas of ambiguity/possible causes of disagreements in the conventions highlighted in the Cabinet Manual;
- Develop a comprehensive and modern Cabinet Manual/Handbook based on best practice, and provide advice on how it will be used both within and beyond government;
- Provide written legal procedures guidelines of the Cabinet Manual/Handbook for departmental documents and Cabinet papers including the procedures to have in place for legal review of proposals before they go to the Council of Ministers;
- Draft and provide a Cabinet Memorandum template and relevant guidelines and advise on its practicability as depicted in the Manual;
- Develop Guidelines for the public policy development processes, procedures and institutional arrangements for policy processes;
- Develop policy management, policy delivery, tracking and M&E tools;
- Develop administrative support systems for the cabinet secretariat department of OPM;
- Provide ICT security risk management measures and guidelines to be in place in exchange of official government business as depicted in the Manual;
- Advise on the establishment and the role of the Cabinet Liaison Officers network to be created in each line ministry to act as “focal points” for the OPM on all matters relating to the Council of Ministers business, as depicted in the Manual and advise the Permanent Secretary of the OPM on Terms of Reference for their selection where none has been selected;
- Review and advise on the main functions of the ministers and ministerial committees;
- Conduct at least 3 hand-holding sessions in assisting the cabinet secretariat in preparing papers for submission to Cabinet with adherence to submission procedures;

- Support the creation of a template that sets minimum standards for policy documents submitted to the Council of Ministers, its committees and its inter-ministerial working groups;
- Strengthen the capacity in the Cabinet Office (Secretariat) to be able to ensure compliance with the manual, review documents and get ministries to improve them when necessary, set Cabinet agenda, take minutes or proceedings of Cabinet decisions, and bring ministry staff together to resolve disagreements on problems before the Cabinet meets;
- Support development of operational systems to provide the Council of Ministers and its inter-ministerial working groups with effective administrative support;
- Capacity building for all members of the Cabinet: Organize a workshop for ministers and deputy ministers and selected political appointees with the aim of strengthening their capacity for interpreting the cabinet manual, the legislative process, and how to make effective, sound decisions;
- Help establish a clear process for verifying the legal content of proposals from line ministries and strengthening the OPM capacities for this;
- In liaison with the Communications, Protocol and Public Relations Department, advise on a communication strategy for the OPM in line with policy development and legislative proposals;
- Develop a framework giving recommendations on measures to put in place should the need to revise the Cabinet Manual arise.

5.2 Building capacities for policy analysis, advice, coordination and monitoring and ensure effective running of Cabinet process in line ministries

- Support the establishment of the Policy Management, Delivery and Tracking Department, including advising on the staffing needs, preparation of job descriptions and supporting the recruitment and induction of its staff;
- Advise on the Policy Management, Delivery and Tracking Department's mandate and functions and its initial work program, and assist the department in developing effective working methods;
- Advise on policy planning and development processes in government;
- Review the existing public policy processes, guided by international best practice, and identify any constraint/problems to policy development and management in both the OPM and line ministries;
- Identify and agree on the key policy processes and activities at the Center of Government and outline key institutional arrangements to support good and better policy making at the Centre of Government and within line ministries;
- Recommend the measures to put in place to strengthen policy planning structures at the Center of Government;
- Advise on options for a delivery and/or government performance monitoring function that seamlessly shares data across other complementary systems within the public administration¹ within the Policy Management, Delivery and Tracking Department based on lessons and experiences from other countries and through the organization of learning event(s);
- Help the Policy Management, Delivery and Tracking Department, in conjunction with line ministries, to prepare a one-year priority government work plan, focused on the implementation of the National Development Plan (NDP9)/the FGS Roadmaps specifying who must do what, by when, to achieve progress on these priorities, with clear milestones;
- Help the Policy Management, Delivery and Tracking Department to create and implement a simple system for monitoring and reporting on the implementation of key government decisions, including the implementation of the government work plan, which seamlessly shares data across other complementary systems within the public administration²;

¹ These would include, *inter alia*, FMIS, HRMIS, National Public Administration Reform Framework Strategy (NPARFS) monitoring system, CIP M&E system.

² These would include, *inter alia*, FMIS, HRMIS, National Public Administration Reform Framework Strategy (NPARFS) monitoring system, CIP M&E system.

- Help with capacity building for policy planning staff in line ministries: Provide training for key line ministry policy planning staff on basic policy development, drafting ministerial recommendations, and Cabinet policy development processes in order to function more effectively in their roles.

5.3 Developing effective administrative support systems for the cabinet affair department of the Office of the Prime Minister

- Support introduction of a diary management system for the Office of the Prime Minister so that his schedule is clearly organized a week in advance and key advisers are forewarned of his engagements;
- Help the Prime Minister's administrative support department/Unit to develop working systems that allow them to liaise with other OPM departments and line ministries to obtain advice for the Prime Minister, including briefing for meetings, contributions to speeches and input into replies to correspondence;
- Review the record-keeping system of the Cabinet Office and the policies and procedures framework governing archival and management of Cabinet records
- In light of this, provide recommendations on development of improved record-keeping of Cabinet documents.

5.4 Advising OPM management on issues relating to organization, management and change management and supporting hands-on capacity development

- Support effective working arrangements that ensure that the Directors of departments at OPM are able to have necessary contact with the Permanent Secretary and senior ministers to secure instructions, while remaining under appropriate managerial supervision;
- As required, provide ad hoc advice to the overall management of the OPM and its organizational structure, including on support to other ministers whose offices are attached to the OPM including the Deputy Prime Minister and State Minister;
- Recommend study visits of key staff to selected countries (e.g. members of the African Cabinet Government Network) focusing on effective policy management and monitoring of key Cabinet decisions;
- Provide on-the-job training, coaching and mentoring for policy staff of the OPM to help them implement all of the above, with clear documentation of progress;
- Support the identification of training and development opportunities for OPM staff, e.g. relevant on-line training, workshops, distance learning.

6. Key Deliverables

- 1) Submission of an Inception report with comprehensive work plan** (within two weeks of signing of the contract): containing a work plan for the assignment; the methodologies for carrying out the activities and the outputs; and the format of monthly and quarterly reports.
- 2) Strengthened Cabinet Business Operations by the submission of:**
 - a) Draft a comprehensive Cabinet Manual/Handbook, Cabinet memorandum and Cabinet decision templates and Cabinet Operational Guidelines (by reviewing the existing cabinet manual documents), considering the recommendations by the leadership of OPM;
 - b) Draft Guidelines for Public Policy Development processes, procedures and institutional arrangements for policy processes;
 - c) Draft policy management, delivery, tracking and M&E tools;
 - d) Draft Administrative support guidelines for the cabinet secretariat unit to manage the PM and the cabinet schedules;
 - e) Draft Terms of Reference and operational guidelines for Committees of the Cabinet, including inter-ministerial committees.
 - f) Draft Guideline for developing a network of Cabinet Liaison Officers in all line ministries, with guidelines for their operations including terms of reference.
 - g) Draft Guidelines for effective legal review of proposals before they go to the Council of Ministers.

- h) Organize and conduct at least 2 workshops on the Cabinet manual for the cabinet secretariat at OPM
- 3) Strengthened Policy Processes in/between Cabinet and line ministries by the submissions of:**
- a) Draft policy and procedures framework manual (including the policy communication strategy on Cabinet decisions/post-Cabinet information dissemination, the policy development process, approval and publication process) – Comprehensive guidelines on the policy development process.
 - b) Draft set of policy formulation guidelines across government, including guidance on institutional arrangements ensuring oversight by the Cabinet Office.
 - c) Completion and strengthening capacity of the Policy Management, Delivery and Tracking Department in the OPM to: (i) provide policy analysis and advice, (ii) identify key government priorities, (iii) coordinate government-wide action on policy submissions by MDAs, and (iv) monitor the implementation of key government decisions.
- 4) Effective administrative support system and hands-on capacity development by the submission of:**
- a) Draft Cabinet Diary format and cabinet diary management guidelines and systems;
 - b) Provision of recommendations for record-keeping of Cabinet documents;
 - c) Provision of on-the-job and off-the-job training for policy staff at OPM office so that they can work with the MDAs to strengthen policy planning units of the MDAs.
- 5) Final Submissions of:** Validated documents and tasks of the deliverables of 2 through 4 above.

7. Key Qualifications and Experience criteria required for the assignment

The consultant should have the following minimum qualifications, experience and expertise:

- At least Masters' degree in Public Policy, Public Administration, Organizational development, Human Resource Management, or closely related field
- Minimum of 15 years' relevant experience in public policy part of which must be in similar environments
- Extensive international experience in assisting governments to develop and strengthen capacities for policy development, management, coordination and monitoring, including experience of such work in developing/transition countries
- Capacity to draw on a wide range of expertise in responding to the broad range of responsibilities of center of government issues
- Experience and expertise in providing policy advice and analysis, and carrying out policy coordination and monitoring, at the center of government
- Work experience with government administrations and international donors in post-conflict environments
- Experience in building consensus, creating teams and coordination of diverse agendas
- Demonstrated experience working with governments of developing countries including fragile and conflict-affected states. Experience working in Somalia would be preferable.
- Ability to perform well under pressure
- Demonstrated ability to effectively communicate orally and in writing.

8. Timeframe

The assignment will be completed in **180 person-days** starting from the time contract is signed.

The expected starting date is *December 1, 2020* and the expected completion date for this assignment shall be *August 31, 2021*

9. Terms of Payment

Payment will be based on deliverables. All deliverables must be satisfactory to the Client and the World Bank. The terms of payment shall be as follows:

- 1) **15 %** of the total amount payable upon submission of inception report with comprehensive work plan.
- 2) **30%** of the total amount payable upon the submission of the documents and completion of activities listed under deliverable 2 above.
- 3) **25%** of the total amount payable upon the submission of documents and completion of the activities listed under deliverable 3 above.
- 4) **15%** of the total amount payable upon the submission of documents and completion of activities listed under deliverable 4 above.
- 5) **15%** of the total amount payable upon submissions of finalized and validated all deliverables of the assignment.

10. Facilities to be provided by the Client

The Office of the Prime Minister (OPM) will provide the consultant an office space meeting with internet access, and necessary relevant documents for review and reference while the consultant is developing cabinet business process and drafting manuals and tools to strengthen the relevant units in accordance access to relevant data that is required to fulfill the tasks outlined in the TOR.

The Project Coordination Unit in the Office of the President will be responsible for facilitating the logistics for the assignment including: accommodation, security, local transportation and air tickets during the assignment.

11. Reporting

The consultant will be directly reporting to the Permanent Secretary, Office of the Prime Minister or on his behalf whom he designates to work on a day-to-day basis with the consultant on undertaking the work outlined in this TOR in order to ensure the deliverables identified are achieved in a timely manner. OPM will also designate an officer to work with the consultant on the ministerial level policy development tasks. The consultant will report directly to the Permanent Secretary on Cabinet related tasks. The entire assignment will be under the leadership and oversight of the Permanent Secretary, Office of the Prime Minister. The World Bank shall be copied on all reports for quality assurance purposes.

The consultant shall be providing progress reports on monthly and quarterly basis to the permanent secretary of the Office the Prime Minister (OPM) on the implementation of tasks listed above section 5 and these reports shall be sent to the CIP project coordination unit (PCU) and to the World Bank's CIP project task team fort quality assurance.