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 policy coordination
should be strengthened to enable effective reform management, achievement of the NEST Plan’s strategic objectives and other medium-term development goals and priorities.

1.8. Currently the public service is costly and inefficient. Policy process does not benefit from a central coordination and strategic guidance and budgets are not aligned with national priorities. Policy implementation is not systematically monitored which results in weak accountability for attainment of agreed objectives. These are some of the major causes of inefficiency of public service management, which the Government, represented by the Minister of Finance, the Economy and Public Administration (MFEPA), is strongly committed to address.

2.0 OBJECTIVES OF THE ASSIGNMENT

2.1 The overarching goal of this consultancy is to help Antigua and Barbuda develop short- and medium-term action plans to enhance efficiency of policy coordination and implementation. The Cabinet Secretariat and its sub-committees are the institutions in the centre of government responsible for supporting the Prime Minister and serving the grouping of ministers as a collective decision-making body.

2.2 The objective of this consultancy is to define the role of the Cabinet Secretariat in supporting the Cabinet in policy development and coordination process. The consultancy will be required to develop an assessment of the current situation and identify areas for efficiency improvements.

3.0 SCOPE OF WORK

3.1 The review should analyse the following, *inter alia*:

(a) The legal mandate of Cabinet Secretariat;

(b) Decision-making process within the centre of Government;

(c) the Cabinet Secretariat’s annual work plans;

(d) Legal status and its suitability for implementing the Secretariat’s mandate;

(e) Staffing level, relevance of job descriptions, competencies and staff skills;

(f) Coordination with external stakeholders, its effectiveness and efficiency.

(g) 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 policy coordination 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, scope and focus of functions and tasks;

(c) Improved internal procedures;

(d) Improved communication and coordination;

(e) Better staffing (quantity, skills, knowledge and competencies)

(f) Necessary capacity building and development;

(g) 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

The firm (or team of 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 a special meeting of senior officials, Permanent Secretaries and Cabinet ministers to receive the feedback and directions;

(b) A report with options for changes in tasks, functions, organisational structure, and capacity building and development, and include:

   i. a set of recommendations for the process of policy development, aligned with and informing the budget planning (e.g., map out the process); and

   ii. an institutional structure (involving the Cabinet Secretariat and line ministries) that could support the policy process, including mechanisms for aligning sector policies with national goals, ensuring good coordination of sector policies, suggesting mechanisms for aligning policies with the expenditure envelope, arrangements for monitoring of policy implementation, and accountability systems.

In other words, the expectation is the design of a new institutional system. This report will be submitted for consultation to senior officials, Permanent Secretaries and Cabinet ministers;

(c) Final report that includes an action to implement recommendations, a reorganisation plan and 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 consultant will receive guidance from the Secretary to the Cabinet Office who will serve as his or her counterpart. The Minister of Finance will receive the recommendations from the consultancy, and will chair all meetings where reports are presented for discussions.

5.0 CONSULTANT QUALIFICATIONS

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 and policy related restructuring assignments 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 **October 2012 to November 2012**. The consultant will need to make at least one (1) to Antigua and Barbuda for appraising the organisation, as well as gaining views of the cabinet Ministers, major stakeholders of the civil service and policy coordination reform (Permanent Secretaries), Secretary to the Cabinet, and Public Service Commission. The consultancy should start as soon as practicable.

Applications should be submitted by **October 31, 2012** addressed as follows:

**RE: Functional Review of the Cabinet Secretariat**
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