TERMS OF REFERENCE

Consultant to Conduct a Strategic Review and Develop Change Management Plans for the Ministry of National Security (MNS)
DRAFT TERMS OF REFERENCE
Strategic Review and Transformation of the MNS

1. SERVICES REQUIRED
The Government of Jamaica represented by the Ministry of Finance and Planning (MoFP), seeks proposals from competent Consultants to undertake a Strategic Review of the Ministry of National Security (MNS) and develop Change Management Plans.

2. BACKGROUND
Since 1996 the Government of Jamaica (GoJ) through its Public Sector Modernisation Programme (PSMP) has been committed to implementing the Executive Agency Model across Government and implemented a comprehensive programme of change within Ministries, Departments and Agencies to transform them into performance based institutions (PBIs). PBIs are entities that have been re-oriented to focus their operations on the achievement of clearly defined results. In general terms, this means that they have re-engineered entire systems: introduced new technologies that allow them to operate more productively and at quicker pace; re-oriented civil servants to function effectively in a more demanding environment.

In keeping with the commitment made by the GoJ within Ministry Paper 56/02, entitled Government at Your Service: Public Sector Modernisation Vision and Strategy 2002-2012, to have “100% of public servants [working] within organisations operated on the principles underlying executive agencies”, the Office of the Cabinet has led on the establishment of sixteen (16) PBIs to date, including modernised ministries (Transport and Works, and National Security); modernised statutory bodies (JAMPRO and PIOJ); and executive agencies.

The current programme of public sector reform is informed by GoJ’s commitment to improve the ‘ease of doing business as a means of promoting economic improvement. In light of the significant role played by MNS in providing a safe and secure society, the Ministry has been prioritised for transformation to ensure that it has the human and technical capacities to develop plans, programmes and strategies to guide the ministerial portfolio in fulfilling its mandate.

The Ministry of National Security (MNS) was established as a single Ministry in 2001 following the separation of the Ministry of National Security and Justice to form two separate Ministries. The current MNS mandate is to:

- Facilitate the maintenance of law and order;
- Protect Jamaica against internal and external threats;
- Ensure the safety of Jamaica’s borders and;
- Punish and rehabilitate offenders

The Ministry is also responsible for the following Departments and Agencies:

1. The Jamaica Constabulary Force (JCF)
The various policies, programmes, projects and initiatives developed and being executed by the Ministry, in collaboration with other key stakeholders, are geared to achieve the overall mandate of the Ministry. This mandate is to facilitate the maintenance of law and order, protect Jamaica against internal and external threats; ensure the safety of Jamaica’s borders and punish and rehabilitate offenders.

The Ministry of National Security, as with all other Ministries and Government Public Sector Organizations, is being asked to address its priority policy areas within a context of declining expenditure limits. Therefore, being supported under the World Bank funded Strategic Public Sector Transformation Project, it is important that the Ministry is supported to create meaningful and sustained organisational change to reinforce its role in reducing crime and violence and the fear of crime to improve Jamaica’s standing in various aspects of global competitiveness as reflected in several indices including the World Bank Ease of Doing Business Indices.

The transformation of the MNS will be facilitated through a four (4) stage process, namely:
1. Stage 1: Assessment & Diagnostic – Preliminary Assessment and Strategic Review
2. Stage 2: Planning & Design – Development of Transformation Plans
4. Stage 4: Monitoring and Evaluation – Assessment of Results

This assignment will focus on Stage 1 and 2 of the transformation process, which is outlined in these Terms of Reference.

The Strategic Review and Change Management Planning for the Ministry must result in the re-designing of the Ministry to fulfil the requirements of a modern public sector and identify the required capacity for meeting established standards for:
- customer service;
- use of technology;
- integrated planning and policy making;
- consultative and participatory decision making;
- strategic and developmental human resource management and leadership;
- portfolio performance management; and
resource management and accountability.

As part of the Assessment and Diagnostic Stage, a Preliminary Assessment of the Ministry was conducted by the Office of the Cabinet (OoC) and MNS. This Preliminary Assessment will provide the team conducting the Strategic Review with insight into the current state of the Ministry, including the issues and concerns expressed by the employees.

Important to this project, will be a focus on the human behavioural aspects of change to ensure the sustainability of the transformation efforts. The project will require a strong Planned Change approach which develops and builds on the commitment of the MNS’s management team. The transformation of the MNS must support the ability of the Ministry’s senior managers to apply innovative and cutting edge approaches to drive and manage the change throughout its portfolio.

2.1. PUBLIC SECTOR TRANSFORMATION PROJECT

Transforming and rationalizing Jamaica’s public sector is central to improving service delivery, enhancing competitiveness and growth. As such, the Project Development Objective (PDO) of the Strategic Public Sector Transformation Project is to strengthen public resource management and support selected public sector institutions in facilitating a more enabling environment for private sector growth. The Project has six (6) components divided into two (2) main thematic areas: Reinforcing Fiscal Discipline and Revenue Enhancement and Public Sector Institutional Strengthening to Remove Barriers that Impede Trade Facilitation.

2.2. COMPONENT 3 – CHANGE MANAGEMENT

This sub-component of the project will focus on the human behavioural aspects of change in an attempt to target the particular segment contingent on reform implementation. Change management requires innovative, cutting-edge approaches in order to attain more effective service delivery and aid the Government in fulfilling some of its critical tasks. In supporting the Government’s change management process, the project will support activities to implement public sector reforms on the public investment management system, the budget preparation process and results based budgeting, property tax compliance and administration, and industrial growth and trade

EXECUTING AGENCY OF THE PROJECT

The executing agency for the project is the Ministry of Finance and Planning (MOFP) and Project Implementation Unit (PIU) is established within the MOFP to implement the project. The project will support activities across selected service delivery ministries, departments, and agencies (MDAs), particularly for components I, II and III with significant coordination efforts that will be contributed by the Public Expenditure Division in MOFP and the Planning Institute of Jamaica (PIOJ).
3. ASSIGNMENT OBJECTIVES
The purpose of this assignment is to conduct a Strategic Review of the Ministry of National Security, and develop the related plans for the Ministry’s change management strategy.

3.1. In carrying out the Strategic Review, the Consultant will be required to:
   a) Conduct a Prior Options Review to determine the most effective and efficient arrangement for functions under the Ministry’s portfolio;
   b) Conduct an organisational review that assesses the strategic framework for the Ministry and develops proposals for high-level business process changes;
   c) Produce a Strategic Review Report that presents the detailed findings of the Review and provides solid proposals for transforming the Ministry.

3.2. In developing plans for managing the recommended change for the Ministry, the Consultant will develop a Change Management strategy to effect the needed change in the organisation.

4. SCOPE OF WORK
In fulfilling the requirements of these Terms of Reference, the Consultant will lead the transformation project team of the Ministry in completing the first and second stages of the modernisation process.

Specifically for this assignment, the Consultant will be required to:

4.1. Conduct a Strategic Review which should:
   4.1.1. Undertake a Prior Options Review on the functions within the Ministry to decide on the most effective and efficient arrangements for service delivery. The Consultant while executing this aspect of the Strategic Review will be required to:
       a) Review the Ministry’s existing vision, mission and strategic objectives in relation to its overall mandate to determine strategic alignment;
       b) Review the existing sector policies, legislation, and regulations to determine if they are in support of the ministry’s mandate;
       c) Review the organisational functions and operations of the Ministry to identify functions that support or do not support the Ministry’s mandate, and determine organisational overlaps and duplications that may exist within the Ministry, the wider portfolio or with other GOJ entities;
       d) Analyse the Ministry’s Strengths, Challenges, Opportunity and Threats (SCOT Analysis) in relation to its current operations and performance;
       e) In light of the mission, strategic objectives and the SCOT analysis, recommend the most appropriate operational model(s) for any functions
recommended to be moved out of the Ministry or to be transferred into the Ministry;

f) Prepare Prior Options Report, documenting the findings and analysis with accompanying recommendations identifying for each existing function of the Ministry; what functions should be retained, improved, abolished or divested; the rationale and value for money implications of the recommendation; and, any related implementation risks.

4.1.2. Undertake an organisational review that proposes a strategic framework for the Ministry and provides proposals for business process changes, and which includes:

a) Proposals for revising the mission, vision and strategic objectives aligned to the Ministry’s mandate;

b) Identification of roles responsibilities and business processes required at the strategic management and Unit levels, for the effective management of the modernised Ministry;

c) A gap analysis that determines the extent to which the Ministry is providing policy guidance and performance management for its Agencies and Departments;

d) Identification of a performance framework for the transformed Ministry that identifies key outputs and outcomes, performance indicators and targets;

e) Definition of a detailed Functional Chart for the modernised Ministry with proposed recommendations for staffing including accompanying Job Descriptions & Specifications;

f) A review of the existing legislation to determine alignment of legal mandate and its performance outcome(s), and where necessary, recommendations to strengthen the legislative framework;

g) Examination of the Ministry’s current culture, inclusive of its shared values, norms and practices and style of management to determine its alignment with the strategic objectives and mission.

4.1.3. Prepare a comprehensive Strategic Review Report of the findings from the assessment and the associated recommendations for the most appropriate solution for the MNS as a Policy-Focused Ministry operating to achieve the key national development goals and public sector management functions. The report should outline, inter alia:

a) proposed vision, mission and strategic objectives of the transformed ministry;

b) human and financial management functions that will bolster, support and provide an effective performance-based management to enhance reporting, accountability and service delivery;

c) overall strategies for governance and accountability to improve the Ministry’s performance;
d) mechanisms for the on-going development and performance improvement of the Ministry;

e) mechanisms to ensure organisational learning and innovativeness to meet global and environmental demands;

f) requirements for management information and communication systems to support the recommended business processes within the Ministry;

g) mechanisms and strategies to create an organisational culture supportive of a transformed Ministry.

4.2 Prepare and provide a Change Management Strategy and Implementation Plan to support the recommendations of the Strategic Review. In preparing this report the consultant will be expected to:

a) document standards to promote new cultural/behavioural values and attitudes;

b) design and administer capacity assessment instruments to manage change;

c) design a capacity development plan to support the implementation of change management strategy;

d) design culture management interventions geared at promoting the sustainability of the desired behaviours and mindset;

e) design a change management and communication plan to mitigate re-organisation related risks.

5. METHODOLOGY

The exercise to be undertaken by the Consultant will be informed by these Terms of Reference, the Preliminary Assessment already conducted, the Technical and Financial Proposals received from the Consultant, and any negotiations conducted following the selection of the Consultant.

The Consultant will be required to prepare a detailed methodology and work plan indicating how the objectives of the assignment will be achieved, and the support required from the Ministry.

6. KNOWLEDGE TRANSFER

In support of capacity building the transfer of skills is a critical objective of this assignment. The Consultant’s role will be to support the Project Team so that the staff who take part in the transformation process, are able to contribute to and ‘own’ the systems and procedures produced, and decisions made, and consequently develop the skills to sustain the new organisation.

The Consultant should so structure the project as to include components which will enable the transfer of certain skills. A specific plan for skills transfer and capacity development will be a requirement of the assignment. The capacity building and skills transfer should take place in identified areas including: Strategic Review Process, to include Prior Options Review and
Benchmarking Techniques. The capacity building will be with a view to enable the Project Team members to extend the modernisation and to continue to effect the transformation of government. These activities will be incorporated in a Training and Coaching Plan.

7. **DELIVERABLES**

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<tr>
<th>Key Deliverable</th>
<th>Standard for Delivery</th>
<th>Description</th>
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<tr>
<td>1. <strong>Work Plan and associated Gantt Chart outlining the assignment to be undertaken</strong></td>
<td>2 weeks after signing of the contract</td>
<td>A time-bound Work Plan in Microsoft Word identifying activities, methodology and required resources, this should be linked to a Gantt outlining tasks, duration and start and end dates. The format of the document should be agreed prior to submission. A draft electronic copy and two hard copies submitted within five (5) working days of contract signing. Electronic copy must be submitted in editable format.</td>
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<tr>
<td>2. <strong>Training and Coaching Plan</strong></td>
<td>4 weeks</td>
<td>Outlining activities to be undertaken to cover the transfer of knowledge to the Project Team.</td>
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| 3. **Compile a Report on the Current State (As is Report) of the MNS** | 6 weeks | **This includes:**
1. Reviewing and assessing the relevance of the current vision, mission and mandate of the MNS *vis-à-vis* the GOJ’s initiative of public sector transformation and Vision 2030.
2. Identifying and documenting the existing gaps and constraints identified within the existing organisational structure, systems and descriptions of functions at the MNS |
| 4. **Monthly Progress Reports** | End of each month | See 8.3 for content requirements |
| 5. **Draft Prior Options Report** | 8 weeks | In agreed format |
| 6. **Finalised Prior Options Report** | 10 weeks | Changes agreed should be reflected in the final report. Submitted within the timeframe agreed. |
| 7. **Draft Strategic Review Report (Future State Report)** | 15 weeks | See 4.1 for content guidelines |
| 8. **Finalised Strategic Review Report** | 20 weeks | Changes agreed should be reflected in the final report |
| 9. **Develop and submit a Risk** | 22 weeks | The Risk Assessment & Mitigation Plan should be developed following the determination of the document |
### Key Deliverable

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<tr>
<td>Assessment and Mitigation Plan</td>
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<td>the key risk factors in achieving positive outcomes associated with the recommendations posited in this Strategic Review</td>
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<tr>
<td>10. Develop and submit a Change Management Strategy &amp; Plan for the transformation of the MNS</td>
<td>25 weeks</td>
<td>Develop and submit a detailed action plan - inclusive of an indicative implementation timeline and appropriate Change Management Strategy &amp; Plan for the transformation of the MNS</td>
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### 8. Project Management and Accountability

#### 8.1. “Sign-off” Procedure

A Transformation Steering Committee will be established to oversee the transformation process for the Ministry. Deliverables will be considered certified as satisfactory when they are accepted by the Transformation Steering Committee and the Permanent Secretary MNS and approved by the MoFP, based on the defined and agreed performance standards for delivery. Invoices will be paid through the Project Implementation Unit of the Strategic Public Sector Transformation Project.

#### 8.2. Variations

All proposed changes to the work plan and deliverables must be discussed with the Chair of the Transformation Steering Committee, and where necessary, will be submitted for approval to the Transformation Steering Committee. Where such changes are not considered minor by the Chair of the Transformation Steering Committee, authorisation will have to be received from MOFP.

#### 8.3. Project Status Report

The Consultant will be required to submit status reports on the work plan with any proposed changes at one month intervals up until the end of the consultancy. The Consultant’s Progress Reports will contain, inter alia, the following:

a) Overall progress made in the assignment with reference to the TOR, with special reference to progress made in the month;

b) Difficulties, if any, encountered in carrying out the assignment and proposed solutions;

c) New areas and issues encountered and the proposed approach to dealing with them;

d) An update of the Work Plan and proposed changes, if any;
e) Proposed activities for the following month;
f) All advice given within the period.

9. QUALIFICATIONS

Key Expert 1: Team Leader

Qualifications and Skills:

- A minimum of a post-graduate University degree in Economics, Public Administration, Public Finance or equivalent;
- Full computer literacy in Microsoft Office Package suite and in the use of web browser capability;
- Evidence of training in a field related to Public Sector Governance and Management; Strategic Management or Organisational Development, with a preference for a graduate degree and relevant professional certification;
- Substantive knowledge of the Jamaican Security Architecture and commercial sectors as well as a working knowledge of the Doing Business Report, Logistics Performance Index and Global Competitiveness Reports;
- Strong interpersonal skills – including but not limited to – the ability to work under pressure with restrictive timelines and to establish and maintain effective working relationships with people;
- Ability to take initiative and to work independently – as well as – part of a team;
- Capacity to organise and facilitate senior level consultative meetings;
- Excellent oral and written communication in English.

Professional Experience:

- Experience as a team leader in at least two [2] prior consultative engagements of a similar nature;
- Experience in project management as demonstrated in previous assignments
- Substantial expertise in institutional analysis and diagnosis and in developing and implementing Public Sector modernisation strategies, with particular experience in governance, public administration and management, organisation and management of central government institutions;
- Evidence of experience in leading process for conducting strategic organisational reviews to a successful conclusion;
- Evidence of experience in managing large scale projects or major operation within the financial industrial or commercial landscape;
- Familiarity with other international public sector modernisation initiatives, including those undertaken in the UK, New Zealand and Canada;
- Demonstrated familiarity with modern technology and best practices in enhancing the operating environment in Westminster based public services, and the capacity to become quickly familiar with the specific characteristics of the Jamaican Public Sector;
Extensive experience working with senior public officials and providing policy advice and coaching;
Proven understanding of the challenges faced by developing countries with regards to strategic policy development, planning and budgetary processes;
A minimum of five [5] years working experience in institutional co-ordination and harmonization in a Ministry of National Security or its equivalent;
Experience with Change Management approaches, including harmonisation of potential conflicts resulting from differences in reporting needs of various stakeholders;
Organisational Management skills with experience in conducting organisational reviews, and implementing appropriate organisational structures for a Ministry of Finance or its equivalent

Key Expert 2: Human Resource Management and/or Development Expert

Qualifications and Skills:
- A minimum of a post-graduate University degree in Human Resource Management, Organisational Development, Public Administration, or equivalent;
- Full computer literacy in Microsoft Office Package suite and in the use of web browser capability;
- Strong interpersonal skills – including but not limited to – the ability to work under pressure with restrictive timelines and to establish and maintain effective working relationships with people;
- Ability to take initiative and to work independently – as well as – part of a team;
- Excellent oral and written communication in English.

Professional Experience:
- At least ten [10] years senior managerial experience dealing with team and organizational building - preferably in the public sector;
- At least ten [10] experience in dealing with Public Service and/or Donor Funded Projects;
- At least five years [5] experience of working on change management issues within a public organization;
- At least five [5] years working experience with Change Management approaches, including harmonisation of potential conflicts resulting from differences in reporting needs of various stakeholders;
- At least ten [10] years experience with the application of modern Human Resources Development techniques and organizational theory and practice with regard to the public sector;
- At least five [5] years experience in staff/adviser performance management, appraisal and professional development.

Key Expert 3: Information & Communications Technology [ICT] Expert
Qualifications & Skills:
- A minimum of a University first degree in ICT, Computer Science, Computer Programming or equivalent;
- Strong interpersonal skills – including but not limited to – the ability to work under pressure with restrictive timelines and to establish and maintain effective working relationships with people;
- Ability to take initiative and to work independently – as well as – part of a team;
- Excellent oral and written communication in English;

Professional Experience:
- Have good knowledge of standard public sector administrative, finance and accounting procedures, particularly, procurement procedures, contract documentation and conditions of contract;
- At least ten [10] years working experience in the ICT sector in Jamaica or country/[ies] at a similar developmental stage;
- At least ten years [10] experience in Management Information Systems and hands on experience in developing budgetary systems and Financial Management Information Systems;

Other experts, Support Staff & Backstopping

Cost for backstopping and support staff, as needed, are considered to be included in the financial offer of the Consultant.

10. Location and Support
The Ministry of National Security will provide the consultant with adequate working facilities and will facilitate access to information and to managerial/technical personnel as needed to enable the Consultant to undertake the assignment as outlined in this TOR, and will provide such other assistance as may be reasonably required.

Some travel will be required to visit the relevant stakeholders. The Consultant will therefore be expected to arrange transportation and accommodation, and to make adequate provision in the Financial Proposal.

The Consultant will provide her/his own computer, printer and mobile telephone and will make provision for office consumables such as paper, cartridge and other stationery.

11. Commencement Date and Period of Execution
The Consultant must be prepared to complete the assignment within a 25 week period commencing January 9, 2017 and submitting the final Strategic Review Report no later than June 25, 2017; the finalised Schemes of Management to be submitted no later than January 25, 2018.