

# Terms of Reference

## Specialist on Parliaments and Civil Society independent oversight and monitoring of public expenditures and accounts

---

### Background

UNDP's democratic governance practice focuses on fostering inclusive participation, strengthening responsive governing institutions, and promoting democratic principles.

The project was formulated under the economic governance sub-area of the 2008-2013 10th EDF for the PALOP & TL, which allocates EUR 33.1 million to supporting governance initiative projects in PALOP & TL countries. This project is formulated on the basis a EU-UNDP partnership allocating 6.4 million Euros in support of Supreme Audit Institutions (SAI), Parliaments, Parliamentarians & Civil Society Organizations in the PALOP and Timor-Leste in the domain of external control of public expenditure and accounts. This project aims at promoting economic governance in the PALOP and TL strengthening technical and functional skills of Supreme Audit Institutions (SAIs), National Parliaments and Civil Society in the six beneficiary countries. The project is fully funded by the European Union through the 10<sup>th</sup> EDF A envelope in support, among others, of Supreme Audit Institutions (SAI), Parliaments, Parliamentarians and Civil Society Organizations in Angola, Cape Verde, Guinea Bissau<sup>1</sup>, Mozambique, São Tomé and Príncipe (PALOP Countries) and Timor-Leste.

The project is consistent with PALOP partner countries' national strategies for poverty reduction and national development plans, with UNDP Country Programmes and Development Frameworks, and the 2008-2013 10<sup>th</sup> EDF for the PALOP & TL. These policies and strategies are adapted to the specificities and priorities of each country, but converge to promote good governance as an important support for development and economic growth. This is achieved, in particular, through the strengthening of capacities in (i) legislative and oversight functions of the State, (ii) the management system of public finances, including internal and external control, (iii) support services to Parliament and (iv) State's accountability.

The multi-country intervention logic of this project aims to intensify the PALOP and Timor-Leste dialogue, drawing on the holistic approach to democratic governance. A special emphasis placed on joint, transversal, south-south and peer-to-peer capacity-building within the selected areas of economic governance, namely external control, audit and oversight capacities of the public finances.

The project will use training actions as a tool to enhance skills and credentials of stakeholders for controlling public finances while establishing eLearning platforms in Portuguese ensuring means of durable access to existing database and information in Portuguese. The project will also contribute to establishing a first time multi-country CSO PALOP-TL platform showcasing lessons and progress made by civil society organisations' within the PALOP/CPLP Open Budget Initiative. Other activities aiming to promote sustainability will complement and support the OSAI CPLP multi-country plan and promote cooperation with the Training Institute for Financial and Economic Management in Portuguese Language (IGEF), involving this institution in training and capacity building activities at transnational level (joint learning involving actors from all beneficiary countries).

---

<sup>1</sup> In line with the provisions set in the Project Document and Contribution Agreement signed between the European Union and UNDP in Cape Verde.

Improved access to information (in terms of availability of information, quality of the information available) is a pre-condition for effective public oversight and therefore to achieve the project's key outputs. In the long run, the project impact will depend on the success of its exit strategy and sustainability of its actions and activities. It is critical that the project beneficiaries develop synergies and dynamics that will still be there after the end of the project. This will be best done through capacity development of human resources within national institutions. Such capacity development needs to target professional skills and enhancement/development of in-house training capacities in the field of external control of public accounts and finances, in particular CAs in the PALOP and Timor-Leste.

The overall objective is to promote economic governance in the PALOP and Timor-Leste (TL) strengthening technical and functional skills of SAIs, Parliaments, Parliamentarians and Civil Society (including media).

The specific objective is to improve the effectiveness of external political, judicial and civilian control of public finances in the PALOP and TL for a more efficient use of public resources. SAIs play an important role to prevent mismanagement and corruption. Therefore, whenever possible, the project will also help strengthen the links between SAIs and other oversight agencies, in particular anti-corruption and procurement agencies.

This project will directly address good governance and democracy strengthening the accountability system with external and independent control of public finances standing as the specific objective. As part of the action, responding to the right of citizens to information, and cross cuttingly supporting the promotion of gender equity in public spending will yield transformational results to be sustained beyond the project life cycle (among others, training and sensitization activities on gender equality addressed to Parliaments and CSOs). UNDP will associate UN Women units at country office level in designing the AWP and training activities. ICT platforms and solutions will play a central role in this strategy and will be transversal to the action (among others, use of videoconference and IT tools). Environmental issues will be taken into consideration in specific activities when appropriate and consistent with partner countries' national strategies and priorities, such as the strengthening of oversight capacities in the natural resource extraction domain in Mozambique.

The project foresees two results directly contributing to the specific objective:

1. SAIs' control and audit capacities over public finances in the PALOP and TL are strengthened in a context of joint learning.
2. Parliaments and Civil Society oversight capacities over public finances are developed for an informed analysis of public finances in the PALOP and TL in a context of joint learning.

The strategy defined by the project takes into account the different contexts of the six beneficiary countries and the multi-country PALOP and TL cooperation intervention logic. The strategy will seek to improve political, judicial and civilian control and oversight of government action and public accounts through actions benefiting SAIs, Parliaments and CSOs.

The action plan includes multi-country activities fostering the south-south PALOP-TL cooperation (face-to-face and eLearning training, workshops, study trips and peer learning initiatives) and national activities aimed at addressing specificities of each beneficiary country (training, organizational changes, drafting of manuals, capacity development, etc.).

The implementation of the foreseen activities during the three-year project's duration period will be articulated on the basis of annual work plans. Project start-up will have an initial phase of a maximum of four months from the signature of the Contribution Agreement with UNDP. In this inception phase annual work plans will be developed in a participatory manner and approved for each country,

identifying accurately the pivotal countries and triggers of a change dynamics supporting the project's sustainability strategy.

## **Description of Responsibilities**

The specialist will provide advice on the overall project strategy to support Parliaments, elected parliamentarians, civil society actors (including media) improving the oversight, awareness and independent monitoring of public finances and expenditures in the beneficiary countries (Project Result 2). To this end, the Specialist will provide top quality technical advice bringing best international parliamentary practices by focusing on fostering a culture of transparency and on the transfer of technical knowledge and skills to national parliamentary staff in all beneficiary countries through mentoring and coaching. The Technical Specialist will ensure the inclusion of gender considerations in his/her work with parliament.

He/she will provide deliverables allowing to revise the country AWP for strengthening SAI and external control of public expenditures, to report on project results in each beneficiary countries and globally, to follow up of the design and delivery of trainings/capacity development/peer learning initiatives, and to keep updated the control of the project quality criteria, results and indicators.

He/she will support the PM to strengthen the linkages between the three groups of beneficiaries (Courts of Auditors, national parliaments and CSOs) and, on the basis of the country support, further strengthened the indicators and quality criteria by moving from activity based indicators (n. of trainings, n. of participants, etc) to concrete achievements based indicators (what happened to the people trained? Were they able to put in practice what they have learnt? How?).

The Specialist on Parliaments and Civil Society independent oversight and monitoring of public expenditures and accounts will have to produce clear measurable deliverables as follows:

1. Prepare a work-plan for the consultancy within five days after beginning the assignment;
2. Propose specific actions, actions results, targets and indicators regarding parliaments and CSOs oversight, awareness and independent monitoring of public finances and expenditures in the beneficiary countries (Project Result 2) allowing to update/revise all project AWPs in all beneficiary countries before starting of implementing year 2 and 3;
3. Conduct a gap analysis of the budget processes and develop a detailed agenda for capacity support to the parliamentary committees in charge of financial and budgetary affairs as well as relevant CSO in all beneficiary countries, as well as the terms of references for the relevant bibliography on the scope of the project;
4. Review the project and parliaments committees' documents relevant to the domestic financial-budgetary situation and capacity building requirements on budget oversight;
5. Develop a detailed agenda and implementing schedule for capacity support to the parliamentary committees in all beneficiary countries, including topics of workshops, seminars and presentations by international resource persons. This Capacity Development Plan will be closely articulated with the Annual Work Plans in each beneficiary country and should consider international best practice of support to parliamentary budget committees;
6. Provide expertise and share knowledge about how parliamentary budget committees can become more efficient and effective, in line with international standards for parliamentary committee work and democratic legislatures;

7. Provide technical specialized advice and produce In-depth knowledge of the Subject-matter products to improve consultation processes of parliament committees responsible for budget and finances oversight public so that they are more effectively and routinely used by Parliament. The products should refer the following points:
  - 7.1. Awareness of MPs and staff on public consultation processes and public consultation tools including exposure to international best practices;
  - 7.2. Mechanisms for sustainable use of public consultation processes and public consultation tools by parliamentary committees including as special targets women, youth and other vulnerable groups;
  - 7.3. Strategy and actions for institutionalization and regularization of public consultations by parliamentary committees;
  - 7.4. Capacity development for MPs and staff to effectively carry out public consultations on draft policy/legislation and oversight of policy/legislation implementation;
  - 7.5. Training needs of supporting staff to assist representatives with effective public consultation activities and deliver/organize training;
  - 7.6. Strategies for involvement of national/local government agencies, media, civil society organizations, community groups, individual citizens, experts, and vulnerable groups in consultations;
8. Provide technical specialized advice and produce In-depth knowledge of the Subject-matter products to enhance the quality of interaction between Parliament and Parliamentarians and citizens, civil society organizations (including media), community groups through different means of communications. The products should refer the following points:
  - 8.1. Communications strategy to increase public understanding of and participation in the work of parliament;
  - 8.2. Awareness of MPs on the status and best practice of constituency relations;
  - 8.3. Sustainable systems, processes and mechanisms which MPs may utilize to carry out constituency relations as per international best practices;
  - 8.4. Strengthen capacity of Parliament Members to carry out constituency relations including reaching out to media, civil society organizations, individual citizens, and vulnerable groups;
  - 8.5. Training needs of supporting staff to assist representatives with effective constituency relations activities and organize delivery of training;
9. The produce In-depth knowledge of the Subject-matter products will include:
  - 9.1. One (1) Strategic Note in line with UNDP Practice on the project results and achievements by the end of the assignment;
  - 9.2. Three (3) Guidance Notes in line with UNDP Practice covering 3 specific areas related to Parliaments, elected parliamentarians, civil society actors (including media) oversight, awareness and independent monitoring of public finances and expenditures in the PALOP and Timor-Leste;
  - 9.3. Up to twenty four (24) Issue Briefs in line with UNDP Practice covering the quarterly activities progress reports in the PALOP and Timor-Leste;
10. Update the quality criteria and indicators for all project actions (in year 2 and 3) targeting Parliaments, elected parliamentarians, civil society actors (including media) oversight, awareness

and independent monitoring of public finances and expenditures in the beneficiary countries (Project Result 2);

11. Develop an Advocacy Plan with Advancing Policy Oriented Agenda putting forward analysis and creation of messages and strategies for the project.

Additionally, the on Parliaments and Civil Society independent oversight and monitoring of public expenditures and accounts will advise the PM on the following matters:

- ✓ Promoting Visibility for UNDP-EU partnership within the scope of the project and at corporate level supporting UNDP's Capacity to develop innovative and creative approaches;
- ✓ Provision of technical expertise based on conceptual innovation and development of innovative and creative approaches.

## Methodology

The Individual Contractor (IC) will determine the most appropriate methodology. He/she will have access to office space, internet access and phone provided by UNDP Country Offices in Cape Verde and in all UNDP Country Offices in the beneficiary countries during his/her missions.

## Report Requirements

- Before each payment, the IC will produce a progress report on his/her work;
- Before the final payment, the IC will produce a final report compiling all his/her deliverables.

## Competencies

The specialist is expected to have **core competencies** allowing him/her to support the PM:

- Promoting Ethics and Integrity/Creating Organizational Precedents;
- Building support and political acumen;
- Building staff competence, Creating an environment of creativity and innovation;
- Building and promoting effective teams;
- Creating and promoting enabling environment for open communication;
- Creating an emotionally intelligent organization;
- Leveraging conflict in the interests of UNDP & setting standards;
- Sharing knowledge across the organization and building a culture of knowledge sharing and learning;
- Fair and transparent decision making;
- calculated risk-taking.

Additionally, he/she is expected to have **functional competencies** allowing him/her to support the PM:

- Contributing to positive outcomes for the client in a client based approach that:  
Anticipates client needs;

Works towards creating an enabling environment for a smooth relationship between the clients and service provider;

Demonstrates understanding of client's perspective;

Keeps the client informed of problems or delays in the provision of services;

Uses discretion and flexibility in interpreting rules in order to meet client needs and achieve organizational goals more effectively;

Solicits feedback on service provision and quality.

- Strong interpersonal and written and oral communication skills;
- Ability to work well in multi-disciplinary teams.

## **Qualifications**

- Masters degree in public finance, macro-economics, public administration, law, political science, institutional/organisational development or related field or equivalent work experience;
- A minimum of 7 years working experience in the area of finance and budgeting, and specific experience in representative institutions;
- Extensive knowledge of budget cycles, the work of parliamentary budget committees, parliamentary legislation and oversight processes, and the work of members of parliament;
- Sound knowledge of norms and standards/benchmarks for democratic legislatures and experience of working with legislatures, parliamentary budget committees, legislative support services, and the administration of parliaments;
- Experience with Civil Society Organisations in the project field;
- Experience working in developing countries, preferably in the context of ACP Portuguese Speaking Countries (Angola, Cape Verde, Guinea Bissau, Mozambique, São Tomé e Príncipe and Timor-Leste);
- Professional proficiency in Portuguese is required (and English is an asset);
- Knowledge of the workings of Open Budget Partnership;
- Experience in the management of UNDP projects is an asset.

## **Length of the Consultancy**

210 working days, 10 months in a total period of 3 years. PO/contract will be used to activate or initiate the rendering of service within the period of the IC (e.g., issuance of PO, etc.).

## **Products and Payment of Fees**

Under an IC designed as a framework arrangement, the IC does not form a financial obligation or commitment from UNDP at the time the IC is signed, and that such an agreement is non-exclusive. The LTA period covers three years; however contract will be signed for a period of 12 months with possibility of extension annually upon positive evaluation of the IC performance.

## Guidelines for Submission of a Proposal

Interested individual consultants must submit the following documents/information to demonstrate their qualifications:

### 1. Technical Proposal:

- (i) Explaining why they are the most suitable for the work
- (ii) Provide a brief methodology on how they will approach and conduct the work

2. Offeror's letter to UNDP confirming interest and availability for the Individual Contractor (IC) assignment and Final all-inclusive price proposal with breakdown of costs as per UNDP template, which can be downloaded at <http://www.un.cv/anuncios.php>

3. Personal CV (P11 Form) including past experience in similar projects and at least 3 references

Note for Interested Candidates above the age of 62: UNDP regulations require, at their own cost, to undergo a full medical examination including x-rays. Medical evaluation documentation does not need to be submitted with the other requested documents listed above, but will be requested should the candidate be chosen.

**Proposals must include all three documents. Proposals not meeting this requirement will be rejected.**

All candidates must apply through the UNDP Jobs website:

[https://jobs.undp.org/cj\\_apply.cfm?cur\\_job\\_id=47112](https://jobs.undp.org/cj_apply.cfm?cur_job_id=47112)

## Criteria for Evaluation of the Proposal

Individual consultants will be evaluated based on the following methodologies:

### 1. Cumulative analysis

*When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:*

*a) responsive/compliant/acceptable, and*

*b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.*

*\* Technical Criteria weight; [70]*

*\* Financial Criteria weight; [30]*

<b>Criteria</b>	<b>Weight</b>	<b>Max. Point</b>
<b><u>Technical</u></b>	<b>70</b>	<b>100</b>
<i>Criteria A: A minimum of 7 years working experience in the area of finance and budgeting, and specific experience in representative institutions and experience with Civil Society Organisations in the project field</i>		30
<i>Criteria B: Extensive knowledge of budget cycles, the work of parliamentary budget committees, parliamentary legislation and oversight processes, and the work of members of parliament with sound knowledge of norms and standards/benchmarks for democratic legislatures and experience of working with legislatures,</i>		30

parliamentary budget committees, legislative support services, and the administration of parliaments		
<i>Criteria C:</i> Experience working in developing countries, preferably in the context of ACP Portuguese Speaking Countries (Angola, Cape Verde, Guinea Bissau, Mozambique, São Tomé e Príncipe and Timor-Leste)		10
<i>Criteria D:</i> Post-graduate degree in public finance, macro-economics, public administration, law, political science, institutional/organizational development or related field or equivalent work experience		10
<i>Criteria E:</i> <i>Quality of methodology on approach and implement evaluation</i>		20
<b><i>Financial</i></b>	<b>30</b>	<b>100</b>

*Only candidates obtaining a minimum of 70 points in the Technical Evaluation would be considered for the Financial Evaluation*

The financial score for the financial proposal will be calculated in the following manner:

$S_f = 100 \times F_m/F$ , in which  $S_f$  is the financial score,  $F_m$  is the lowest price and  $F$  the price of the proposal under consideration.

(Total Financial Maximum points = 100 points)

### **Total Score**

The technical score attained at by each proposal will be used in determining the Total score as follows:

The weights given to the technical and financial proposals are:  $T= 0.7$ ,  $F=0.3$

The Total score will be calculated by formula:  $TS = S_t \times 0.7 + S_f \times 0.3$

TS - Is the total score of the proposal under consideration?

$S_t$  - is technical score of the proposal under consideration.

$S_f$  - is financial score of the proposal under consideration.

### **Approving Manager**

**This TOR is approved by:** [Ricardo Gomes Godinho]

Signature \_\_\_\_\_

Name and Designation Ricardo Gomes Godinho

Date of Signing \_\_\_\_\_