

# UNITED NATIONS DEVELOPMENT PROGRAMME

## Project “Building Institutional Capacity of the Ministry of Foreign Affairs and European Integration”

### Terms of Reference

#### **International Consultant to assist the Ministry of Foreign Affairs and European Integration to design and implement processes and procedures that will fulfil the Ministry Institutional Development Plan (Resource Management Programme)**

#### **Background:**

The Republic of Moldova has undertaken a number of structural reforms, among which have been the regulatory reform project leading to eased administrative burdens and more transparent regulation of entrepreneurs and small businesses; the central public administration reform leading to more effective and efficient governance; and the public finance management aiming at increased accountability and transparency with regard to public finances. Besides these important steps, the Republic of Moldova has to strengthen its capacity to respond to the challenges of European integration.

The UNDP Project “Building Institutional Capacity of the Ministry of Foreign Affairs and European Integration” has been formulated through a joint effort of the Ministry of Foreign Affairs and European Integration (MFAEI) and UNDP with the overall objective of strengthening the institutional capacity of the MFAEI so that it can exercise its functions in a more efficient manner, operate transparently and fulfill its European Integration commitments. The project has three interlinked, yet distinct components:

1. Institutional Capacity Building
2. Regional Cooperation
3. Communications and Public Relations

Following up on the results achieved in 2006, the Government has chosen to continue the implementation of central public administration reform (CPAR) by charging central public authorities with the task of developing and implementing strategic development plans for the medium term at the level of individual ministries. While the Government of Moldova is already benefiting from donor support, e.g. through the Multi-Donor Trust Fund, the complexity and magnitude of CPAR not only makes possible, but actually calls for additional and customer-tailored interventions. This is particularly true in the case of MFAEI which was not subject to the full-fledged government-wide functional analysis in mid-2006, and has a distinctive set of requirements given the peculiarity of its systems and functions.

Ahead of a thorough organisational functional review, UNDP’s initial analysis identified the lack of adequate human resource management within the MFAEI. The overall impact of this weakness is lack of capacity and capability to implement the recently compiled Institutional Development Plan (IDP) 2008-2011. As part of the IDP development process the senior management team of the MFAEI identified five strategic areas for improvement that need to be urgently addressed – these are outlined in detail in terms of Hierarchy of Objectives, Narrative Summary, Verifiable Indicators, Methods of Verification, and Risks, Dependencies and Assumptions in the Logical Framework (LogFrame) which has been incorporated into the IDP:

1. **Strengthen MFAEI's leadership and management capital** for greater readiness and more effective alignment of leadership and management competencies, professional diplomatic skills, teamwork, modern public service culture, staff and stakeholders' strategic awareness;
2. **Strengthen organisational strategic capacity** to implement the MFAEI mission through a more result-oriented and stakeholder focused strategy supported by relevant policies, objectives, targets and processes for both core activities and the capacity development programme;
3. **Strengthen MFAEI's Human Resources Management & Development** for greater readiness of staff at all levels to be given, and to accept responsibility for activities, and accountability for results in the delivery of the IDP;
4. **Improve Financial Management** – especially for non-financially qualified managers, to align financial management with the strategic objectives;
5. **Strengthen MFAEI's information and knowledge capital** for greater readiness of the whole range of conventional and ICT-based knowledge sharing applications and processes that will, in turn strengthen capacity for more effective learning, internal and external communications and for public / media relations.

One challenge to improving performance within the MFAEI is that the staff rotates frequently (in 2-4 year cycles), but unevenly, with some staff being on consecutive missions, and with others leaving rapidly after 1-2 years of experience gained within the organization. The Ministry needs a permanent supply of newly prepared cadre, and a continuous training system to allow staff recently returned from missions to re-integrate rapidly in the Ministry's work. As such the country has no facilities (Diplomatic schools) other than the post-secondary (university and master level) institutions that specialize in international law. Currently MFAEI staff randomly benefit from unique opportunities to follow short-term specialized courses in schools located in Austria, Germany, France etc.

During late 2008 a UNDP expert conducted a Training Needs Analysis and developed a proposed training plan for 2009 that needs to be implemented. A number of key strands of activity are necessary to build up capacities for continuous professional development. Some of these have been specifically identified already and included in the IDP. Inter alia these include:

- § Establishment of a professional and vocational educational training system for diplomats, within the MFAEI framework;
- § Conducting internal trainings on strategic planning, budgetary processes, project development and project cycle management (PCM);
- § Improving communications – both internally and with partners, and formalizing such interactions in respect of key processes such as the planning process;
- § Improving knowledge management – particularly with a view to more effective alignment and use of human capital, organizational capital, and information/knowledge capital.

During mid 2009 a UNDP expert developed the Concept on educational training system of the Ministry of Foreign Affairs and European Integration.

Creating a modern and effective diplomatic service is based on the competences of the entire diplomatic corps, which implies a proper training and an adequate institutional framework. The concept was developed based on a diagnostic analysis of the current stage of continuous training of staff in the diplomatic service.

There are three main challenges that define the direction for professional development of the staff within diplomatic service of the Republic of Moldova: (a) Central Public Administration Reform, (b) The process of European integration, and (c) Building MFAEI's institutional capacity.

It is essential that state policy in training civil servants ensures: (1) that training meets the real needs of public administration development and to support achievement of the objectives of public administration reform, (2) regular assessment of training needs, carried out by key stakeholders in the training of civil servants, (3) that training of civil servants is done systematically and is oriented towards priority development objectives and target groups, (4) that training includes all state and municipal institutions.

The Concept on educational training system of the MFAEI aims to create a sustainable, consistent and effective framework for training and professional development of staff in the diplomatic service.

The Concept refers to:

- Levels of training in international relations;
- Types, forms, methods and programs of training;
- Providers and recipients of training services;
- Funding of professional development;
- Bodies responsible for coordinating and monitoring the professional development.

## **Human Resource Management**

In addition to training delivery the Ministry now needs a thorough review of Human Resource Management (HRM) Systems that are already in place, including an analysis of the career development, whether or not there is any facility or process for succession planning (particularly in the context of senior management and leadership, adherence to Moldovan HRM legislation, e.g. laws relating to the employment and careers of Civil Servants, and plans to achieve HRM standards in line with EU legislation. The analysis shall take into account the interim recommendations made by UNDP experts who assisted the Ministry to develop the IDP; reviewed the training needs of the Ministry and developed the concept on educational training system of the Ministry of Foreign Affairs and European Integration.

The HRM analysis should provide the basis for development of HRM processes and procedures to be implemented throughout the project timeline while ensuring the training needs (and any new identified needs) are addressed, departmental functional reviews conducted, related specific training is delivered and a sustainable professional educational training system established for all employee levels.

There has been global recognition in recent years of the critical role played by human resources in improving and sustaining public sector institutional effectiveness and development performance. Governments increasingly look at public administration reform as a key instrument to achieve important development goals and to stimulate and support wider transformation in society. At the same time, public administration will not be able to play this role effectively

without competent and dedicated employees. This means that the management of human resources has moved to the fore as a central concern of stakeholders in the public service arena.

This trend is particularly pertinent as the connection between the professional management of human resources and government effectiveness has become very evident to managers in the public service in both developed and developing countries. Importantly, transition economies need to manage human resources in the public sector more effectively for enhanced development performance and social progress.

Effective public institutions make it possible for governments to coordinate human action for the public interest. When public institutions perform well, it is primarily owing to the motivation, skills and integrity of the human capital and the quality of leadership. Thus, the strengthening of national capacity for public administration is one of the best measures that governments in transition countries can undertake in their efforts to realize the overall governmental objectives.

More specifically capacity development of public sector employees needs to be a primary focus of institution-building in transition economies.

Institutional transformation in the public sector involves significant Change Management efforts to transform individual mind-sets and the overall organisational culture. Changing the values and attitudes of public sector employees is never easy and requires principled leadership and a clear vision and strategy for human resource development. It also calls for a more professional management of staff in the public service, with special emphasis on Human Resource Management.

The field of HRM in the public sector has evolved significantly in the past decades as external and internal pressures have forced governments to redefine the role of the state and improve public administration capacities. This evolution, while responding to contemporary economic, social, political and technological developments and reflecting current trends in public administration doctrine, builds on a longer history of the theory and practice of public sector personnel management. As part of this process of reform, many governments are currently searching for an effective mix of traditional and modern principles and techniques of public administration and management.

In order to realize HRM reform, series of recommendations that are considered as global HRM performance measurements within the public sector which are quoted below:

1. **Professionalizing HRM towards strategic specialization:** Staff responsible for human resources should not be confined to a restricted, bureaucratic and reactive role, limited to routine decisions about staff entitlement to pay increments etc. Instead, they should have real input into strategic decisions about staff management as well as decisions on how to achieve the core objectives of organisation. This calls for the upgrading of the status and influence of human resource managers in organizational structures and decision-making processes and implies an all-encompassing approach to workforce planning and development.
2. **Leadership in the public sector - “walking the talk”:** A leadership style based on command and control is no longer suited for effective public sector management. Instead, leaders are increasingly judged by their ability to motivate and bring out the best in staff, by how well they communicate the vision and mission of the organization, and by their effectiveness in building partnerships and collaborating with other organizations. Together, the complexity of challenges in the public sector is requiring new leadership skills of senior public sector managers. Since public sector transformation often involves the reform of values and attitudes of staff, the role of leadership by example is critical. An important role of a leader is to champion the shared vision, values, norms and standards of the

organization requiring high-level skills combined with strong commitment and determination on the part of the organizational leadership.

3. **Merit based Recruitment and Selection;** appoint the best person for the job: Recruiting or promoting on merit is one of the most powerful, yet simplest, ways in which governments can improve their effectiveness. A merit-oriented and career-based workforce is decisive in explaining cross-country differences in the performance of governments in terms of the quality of services and the absence of corruption. The presence of these factors helps to foster organizational standards, behavioural norms and team spirit that promote commitment and integrity among public sector employees. Merit-based HRM policies are also essential to improve and maintain the prestige of public sector employment.
4. **Performance Management** - supporting and developing staff: Governments need to instil greater performance orientation among public sector employees. This means that performance management, including employee appraisals based on Job Descriptions that include Key Performance Indicators (KPI's) that are both competence, i.e. skill sets, and competency, i.e. behavioural, based, must become central to the work of government managers. The managers are responsible for the performance of staff, and it is their job to manage them by setting objectives that relate to the overall goals of the organization, monitoring their performance, and giving them support, feedback and the opportunity to develop.

## **Objectives**

UNDP will contract a Senior Level International Consultant, specialized in Public Administration with experience in design and implementation of strategic and HRM processes and procedures and capacity building to provide technical expertise and lead the process of implementing the areas for improvement stated in the IDP of the Ministry of Foreign Affairs and European Integration.

### **Key activities:**

#### **1. Strategic:**

##### **1.1 Study:**

- a. the results and outputs of the participative self-assessment workshop through which the senior management team of the MFAEI identified a selection of vital Areas for Improvement (AFIs) in May 2008. Some of these were specifically in the area of HR Planning, Management and Development, (thus highlighting existing weaknesses in the system), and others highlight issues for which there may possibly be training solutions across all operations;
- b. the Logical Framework (LogFrame) for the proposed Capacity Building Programme for the MFAEI which now forms Strategic Objectives within the new Strategic Institutional Development Plan for 2008-2011;
- c. the Training Needs Assessment and Recommendations Report and associated proposed training plan and ensure that the need for practical, interactive, action-based learning mechanisms is met; taking into account that MFAEI staff (particularly senior staff) are already extremely busy with existing work schedules (such learning vehicles could include distance learning, self administered learning framework, CD Rom materials and web-based simulations etc);

d. the Concept of continuous training system for the Ministry of Foreign Affairs and European Integration of the Republic of Moldova.

1.2 Assist the MFAEI management team to develop the strategy further so as to ensure that the strategic objectives are communicated and cascaded to departmental level, i.e. Departmental Objectives.

## 2. Human Resource Management

2.1 Review current status of Government wide HRM strategy development and **develop MFAEI's own strategy** based on the new mid term strategy and plans (IDP and Annual 2008-09 Operational Plan to be derived from it) and the Capacity Development Programme supported by UNDP and MFAEI's donors;

2.1 Elaborate a clear Career Planning Policy with objective criteria for recruitment, promotion, and rewards starting with a plan for assignment of qualified staff to managerial functions;

2.2 Codify and assess required skills, knowledge, and competencies for all posts;

2.3 Research competency frameworks from other countries' civil services and Ministries and Diplomatic Corps and adopt / tailor for Moldovan/MFAEI purposes;

2.4 Review required specification for HR (personnel) database (HRMIS) and scale and timescale of the task to for paper-based records to be transferred and validated;

2.5 Analyse current and future human resources needs (required establishment for MFAEI to deliver its IDP) and training needs, taking into account needs and expectations of stakeholders;

2.6 Develop HR staffing plan to address recruitment needs and leadership / management succession planning;

2.7 Review job descriptions for all posts and incorporate necessary or desirable competencies and aptitudes taking into account needs and expectations of stakeholders and aligning to recruitment and development plans;

2.8 Design a new Open Performance Review and Appraisal System;

2.9 Review Annual Action Plan activities and proposed Capacity Development Programme activities in line with an assessment of absorptive capacity - planning tasks and projects in phases and sequencing 'new organisational development work' in line with the allocation and development of human resources;

2.10 Review working conditions in both Ministry and overseas Missions and make recommendations;

2.11 Review (and/or design) criteria for fairness of employment and equal opportunities (e.g. gender, disability, race and religion) for recruitment process;

2.2 Ensure sustainable delivery of training priorities:

- A Leadership Development Programme (that would impart managers with essential leadership competences and competencies and lead the change of the organisational mindset and culture to make Customer Orientation the primary focus across the Ministry) (**Suggested MFAEI Leadership Development Programme is attached to the TOR – Annex 1**);
- Strategic Planning;
- Project Cycle Management (PCM) training - that will address the need for staff from different departments of the Ministry to work together in new inter-departmental project teams to address cross-cutting project issues;
- Train the Trainer (ToT);
- Customer Orientation in the Public Sector;
- Interviewing skills;
- Human Resource Management for Line Managers;
- Total Quality Management (TQM); tools and processes.

**Mission Schedule:**

Deliverables, activities, and milestones follow this tentative schedule:

<b>Deliverable/milestone</b>	<b>Timeframe</b>
1. <b>Preparatory Work. Inventory/study</b> of available information. <b>Prepared detailed work plan</b> to be applied for respective assignment;	By November 3, 2009
2. <b>Draft document</b> on Career Planning Policy with objective criteria for recruitment, promotion, and rewards starting with a plan for assignment of qualified staff to managerial functions;	By November 20, 2009
3. <b>Revised job descriptions</b> with required competencies;	By December 20, 2009
4. <b>Developed HR staffing plan</b> to address recruitment needs and leadership / management succession planning;	By January 22, 2010
5. <b>Draft document</b> on new Open Performance Review and Appraisal System;	By March 6, 2010
6. <b>Recommendations report</b> : Review working conditions in both Ministry and overseas Missions;	By March 24, 2010
7. <b>Reviewed criteria</b> for fairness of employment and equal opportunities (e.g. gender, disability, race and religion) for recruitment process;	By April 23, 2010
8. <b>A draft of a MFAEI's HRM strategy</b> based on the new mid term strategy and plans;	By September 11, 2010
9. <b>Delivered Leadership Development Programme</b> (that would impart managers with essential leadership competences and competencies and lead the change of the organisational mindset and culture to make Customer Orientation the primary focus across the Ministry);	January – September 2010
10. <b>Custom-tailored training sessions</b> to MFAEI staff: <ul style="list-style-type: none"> <li>• Strategic Planning (10 days);</li> <li>• Project Cycle Management (PCM) training - that will address the need for staff from different departments of the Ministry to work together in new inter-departmental project teams to address cross-cutting project issues; ( 10 days)</li> <li>• Train the Trainer (ToT); (2 days)</li> <li>• Customer Orientation in the Public Sector; (6 days)</li> <li>• Interviewing skills; (2 days)</li> <li>• Human Resource Management for Line Managers; (2 days)</li> <li>• Total Quality Management (TQM); tools and processes. (2 days)</li> </ul>	<p>By December 15, 2009</p> <p>By February 20, 2010</p> <p>By March 30 , 2010</p> <p>By April 22, 2010</p> <p>By May 18, 2010</p> <p>By June 8, 2010</p> <p>By September 20, 2010</p>
11. <b>Final report</b> with mission findings and recommendations	By October 15, 2010

All the deliverables should be agreed with the UNDP's counterpart at the Ministry of Foreign Affairs and UNDP and be provided in English, hard and electronic copy.

The timeframe for the work of International Consultant is tentatively November 2009 through the end of October 2010. The Consultancy should involve about – 180 days of work out of them 170 days in Moldova, coordinated in advance with the Ministry in terms of frequency, timing and length of visits and 10 days home base work (It is also expected that the Consultant will be able to deliver distance coaching and mentoring days).

### **Institutional arrangements**

The international consultant will work in close collaboration with the UNDP's counterpart at the Ministry of Foreign Affairs – for substantive aspects of the assignment, and under the direct supervision of the Project Manager – for administrative aspects.

The consultant will be located in the premises of the Ministry of Foreign Affairs and European Integration and will work closely with the Ministry staff. The Ministry will provide consultant with working space, access to Internet, printer and telephone line.

### **Qualifications Required:**

The candidate will possess the following capacities, qualifications, and background:

1. At least 5 years experience in public administration issues, specifically in strategic and HRM institutional / capacity development. Knowledge of and/or experience in the region of Central and Eastern Europe would be desirable;
2. Advanced degree in the area(s) of Public Administration, Human Resource Management, Political Science, Development Economics or other related backgrounds;
3. Operational experience in or in-depth study of Foreign Affairs sector of public administration within the current social, economic, political, and conflict circumstances in the greater Central and Eastern Europe region;
4. Experience in reforming government institutions within projects funded by international organizations;
5. Qualification and/or proven skills in project coordination, credibility in dealings with senior governmental officials, strong team leadership abilities and communication skills;
6. Proven experience in elaborating policies/strategies;
7. Strong experience in conducting instructional and participatory trainings, workshops, and presentations;
8. Excellent analytical and communication skills;
9. Fluency in written and spoken English, knowledge of Romanian would be an added advantage.

Annex 1

<b>Suggested MFAEI Leadership Development Programme</b>		
<b>Course Module</b>	<b>Outline</b>	<b>Outputs</b>
<b>Mastering Essential Leadership Skills</b>	<ul style="list-style-type: none"> <li>§ The Leader as a Catalyst</li> <li>§ Essential Interaction Skills</li> <li>§ Meeting other people’s needs in an interaction</li> <li>§ Giving and receiving feedback</li> </ul>	<p>Leaders are able to</p> <ul style="list-style-type: none"> <li>§ Multiply their effectiveness by motivating their teams and helping people be more effective.</li> <li>§ Accomplish more in interactions in less time while enhancing interpersonal relationships.</li> <li>§ Help people enhance their performance by providing them with feedback they are willing to accept and upon which they are able to act.</li> </ul>
<b>Leading Change</b>	<ul style="list-style-type: none"> <li>§ Business strategies that drive change</li> <li>§ Phases of change</li> <li>§ Introducing and exploring change</li> <li>§ Taking control</li> <li>§ Overcoming resistance to change</li> <li>§ Organizational Success Factors</li> </ul>	<p>Leaders are able to:</p> <ul style="list-style-type: none"> <li>§ Transfer the ownership of change to others.</li> <li>§ Effectively introduce change, explore change, and overcome people’s resistance to change.</li> <li>§ Minimize the negative impact of change on individuals and the organization</li> <li>§ Sustain an environment that embraces change and celebrates successes.</li> </ul>
<b>Coaching for Success</b>	<ul style="list-style-type: none"> <li>§ Identifying opportunities to coach for success</li> <li>§ The coaching process</li> <li>§ A model of success</li> <li>§ Skills practice and feedback</li> <li>§ Making it on-going</li> </ul>	<p>Leaders are able to</p> <ul style="list-style-type: none"> <li>§ Prepare their teams to successfully handle challenging situations</li> <li>§ Build team capacity and gain competitive edge</li> <li>§ Delegate new responsibilities with confidence.</li> <li>§ Spend less time reacting to problems because they have prepared their work groups to succeed.</li> </ul>