#### **TERMS OF REFERENCES**

# Team of National Consultants for supporting Municipality of Chisinau in assessment the efficiency of the Transport Department activities

Job title: Team of National Consultants for supporting Municipality of

Chisinau in assessment the efficiency of the Transport Department activities

Type of Contract: Individual Contract (IC)

Assignment type: National consultancy

Section/Unit: Environment and Energy Cluster

Duty Station: Chisinau (Moldova)

Languages required: Romanian, English, working level of Russian will be an asset

Starting Date: 16 March 2020

Duration of Assignment: 105 working days till July 2020

Payment arrangements: Lump sum contract (payments linked to satisfactory performance and delivery

of outputs)

Evaluation method: Desk review

#### 1. BACKGROUND

The objective of the project is to activate investments in low carbon green urban development based on integrated urban planning approach by encouraging innovation, participatory planning and partnerships between a variety of public and private sector entities.

As a tool for this, the project will support the design, launching, and establishment of the Green City Lab (hereafter GCL) to become the leading knowledge management and networking platform, clearing house, an inter-mediator of finance and a source of innovations and expertise to catalyze sustainable low carbon green city development in Moldova with a mission to transform Chisinau and other urban centers in Moldova into modern green and smart European cities with improved quality of life for their citizens, while also demonstrating opportunities for sustainable economic growth.

The Green City Lab is expected to be a self-sustaining entity, operating on a commercial basis (as part of the UNDP in initial stage and linked to municipality on a later stage), that does not rely on technical assistance funding alone, so that by the end of the project it can continue to operate and grow.

The direct global environment benefits of the project are expected to reach at least 200,000 tons of CO<sub>2</sub>, resulting from the concrete pilot/demonstration projects in the building energy efficiency, transport and waste sectors. These are complemented by project's indirect GHG emission reduction impact at the estimated amount of 2.4 million tons of CO<sub>2</sub> by scaling up, replicating and mainstreaming the project results and activities, including those of the Green City Lab.

The current assignment is linked with the overall Chisinau Municipality reforming process, started in 2020 with the support of UNDP and other partner organizations.

#### 2. PURPOSE OF THE CONSULTANCY

The purpose of the consultancy is to provide technical assistance to Chisinau Municipality to assess the effectiveness and efficiency of the work of the Municipal General Department of Transport and Roads (including subordinated municipal enterprises), and their capacity to provide quality transport and road planning and maintenance related services in line with international standards and national and municipal strategic goals (e.g. Public transport development strategy for 2015-2025 years). The result of the assessment will provide specific recommendations for the further strengthening of the work of the department and will further support the implementation of the recommendations. Specific focus will be placed on developing also robust institutional reforming and human resource strengthening recommendations and roadmaps.

The consultancy is expected to be carried out within the period March – July 2020, comprising of several stages: completion of sector specific assessments by 30th April 2020 and development of follow up sector specific, institutional and human resource recommendations and roadmaps by 15th of July 2020. Specific deliverables for each assignment are outlined below. The final deliverables will be validated and endorsed by Chisinau Municipality and UNDP.

## 3. OBJECTIVES, OUTPUTS AND TASKS

**The overall objective** of the Consultancy is to conduct a comprehensive assessment of the efficiency and effectiveness of the relevant Municipal Department Municipal General Department of Transport and Roads (including subordinated municipal enterprises), and develop relevant sector specific institutional, financial and HR strategic development recommendations for strengthening the capacities of the respective department.

Key recommendations from the assessment will be captured in a comprehensive Roadmap with short, medium and long-term actions and related budgets that will guide further the work on strengthening the delivery and financing of relevant transport related services. A comprehensive Institutional and Human resource development report will be prepared as well.

The **specific objectives** of this consultancy are:

- I. Assessment of Municipal Department Municipal General Department of Transport and Roads (including subordinated municipal enterprises) and the Financial Analysis of Sector Specific allocations and expenditures (Technical Annex 1 and 2):
- 1. Assess the effectiveness and efficiency of the Municipal Department Municipal General Department of Transport and Roads (including subordinated municipal enterprises) and their capacity to deliver provide quality transport and road planning and maintenance related services in line with international standards and national and municipal strategic goals. The detailed assessment will review comprehensively the mandate and functions of respective department and subordinated institution and will map the range of services provided, including their alignment to Public transport development strategy for 2015-2025 years, relevant national and global strategies and norms, including the Sustainable Development Goals (SDGs). The assessment will further review the potential positive or negative impact current settings of service provision have on the citizens wellbeing, urban mobility, alternative transport development and whether the services meet respective municipality and citizen needs, including of most vulnerable groups.
- 2. Analyse the effectiveness and efficiency of cross-sectoral and cross-departmental collaboration for maximizing the impact of delivery of services by different sectors, including identifying key barriers and bottlenecks for effective functioning and/or adequate collaboration within and between departments.
- 3. Analyse the budget planning and monitoring process of the department and its subordinated institutions with focus on analysing the level of allocations and expenditures, including possible trends and fluctuations, retrospectively over a period of 5 years, and assess the relevance and alignment of allocations and

- expenditures with the respective municipal sector strategy, if available. The analysis should cover a review of sector budget structure, internal distribution and specific cost areas as defined and classified in the Municipality of Chisinau. The analysis should also review and assess the overall budgeting process, its relevance to municipality and citizen related needs, compliance to methodological guidance and cost estimation of relevant services as defined by line ministries and its equity dimensions.
- 4. Assess institutional capacities to collect and use for planning and monitoring relevant disaggregated data, including to support budgeting and cost estimation of services. The analysis should assess respective department's monitoring and evaluation (M&E) capacity and M&E practices with focus on processes and skills ensuring proper monitoring of national and municipal transport and urban mobility policies and services. The review should comment on the data availability, disaggregation and quality and will assess respective data collection tools and monitoring frameworks.
- 5. Based on the assessment, develop specific sets of short, medium and long-term recommendations for strengthening of the respective department and subordinated institutions services, including but not limited to: proposal of new internal regulations; institutional structure (organigram); schematic description of operational relations between general director of the department and its superiors and subordinated institutions in view of avoiding overlapping or conflicting functions; suggestion of the functional attributions for managing positions of the Municipal General Department of Transport and Roads with subordinated municipal enterprises and other institutions assigned with executive functions in transport and urban mobility area; potential new revenue sources; planning and budgeting; and service delivery processes. Key recommendations will be captured in a comprehensive Roadmap for strengthening the Municipal General Department of Transport and Roads (including subordinated municipal enterprises) work, and will also include recommendations for specific, institutional, legislative and regulatory changes (as required), developing of quality assurance processes, equity approaches and need based financing of services within a strengthened M&E framework.

## II. Development of Analytical Report & Roadmap for Strengthening Human Resources (Technical Annex 4)

The assessment of Human Resources (HR) and consequent development of relevant sector -specific HR Management (HRM) Analytical Report & Roadmap should focus on key areas such as: HRM capacity (inlc. budgets), HR planning, Personnel policy and practices, HRM data systems, Performance management system (inlc. benefits and incentives), and Human Resource development and capacity building.

## Specific objective will be to:

- 1. Review and assess existing Human Resource Management strategy for the respective sector assessed, including current practice and systems, and assess their effectiveness and efficiency.
- 2. Review existing HR Policies and Procedures, HR Management capacities and skills, identify critical gaps and capacity needs and recommend areas of improvement in line with best HRM practices for public-sector institutions. The review should assess, amongst other, the HR planning, recruitment and selection processes, HR financial planning, HR capacity building, benefit and performance management systems. The review should take into consideration Moldova Labour Law provisions and relevant national and municipal labour related legal and regulatory framework. Relevant recommendations for further strengthening of these processes should be made specifically highlighting opportunities for staff retention and motivation.
- 3. Review and assess the effectiveness and efficiency of the existing organizational design of Municipal General Department of Transport and Roads (including subordinated municipal enterprises) as independent department structures and vis-a vis their position within the overall Chisinau Municipality organizational structure, and provide recommendations for change (if applicable).
- 4. Propose draft of Job description for managing positions of the Municipal General Department of Transport and Roads and subordinated institutions management staff and suggest relevant KPIs.
- 5. Conduct Training Needs Assessment and recommend relevant HRM development goals and specific activities captured in a comprehensive HRM vision and staff development plans.

6. Following to the above assessment, develop a proposal of key activities needed and a roadmap for a Human Resource Management Strategy development focusing of strengthened processes of planning HR needs (aligned to strategic goals), strengthened selection, recruitments and promotion processes (based on robust, result-based performance evaluation system and linked to relevant benefit and/or incentives system), and periodic review of capacity and skills along with staff development vision.

The World Bank "Assessment Tool for Human Resource Management Records and Information Systems", the Human Resource Management Rapid Assessment tool for health system, or other related tools can be considered and adapted for the exercise.

#### 4. DETAILS OF HOW THE WORK SHOULD BE DELIVERED

To ensure an inclusive, informative and participatory analysis a cross-sectoral Working Group will be established, with representatives of all municipal General Departments, line ministries, civil society, UNDP and others as required.

To achieve the above-mentioned objectives, the selected team of consultants under the guidance of UNDP will:

- Develop a detailed methodology and work plan for the assignment, including recommended data collection instruments (e.g. questionnaires and/ or interview guides) and other related documents. A draft will be submitted to Chisinau Municipality and UNDP for approval.
- Propose methodology for cost-efficiency analysis of public expenditures for Municipal General Department of Transport and Roads (including subordinated municipal enterprises).
- Conduct briefing and de-briefing meetings with UNDP Moldova, Chisinau Municipality, Municipal General Department of Transport and Roads (including subordinated municipal enterprises), and other partners as required;
- Perform a desk review of relevant documents and reports;
- Conduct field visits, and meet with selected partners and stakeholders;
- Draft a clear, accessible and usable report on the findings of the assessment, including key findings, lessons learned and recommendations for way forward, and draft the Roadmap for further strengthening the Municipal General Department of Transport and Roads (including subordinated municipal enterprises);
- Hold consultations with General Mayor of Chisinau and Deputy mayors, the Cross-sectorial Working Group, UNDP and other partners on the draft assessment, and integrate their feedback into the report and Roadmap;
- Prepare the final version of the report with all key findings and recommendations (including prioritization of key strategic recommendations), final draft of related Roadmap, human resources and institutional Analytical Reports & Roadmaps;
- Present and validate the respective reports in a multi-stakeholder technical meeting of the public bodies and civil society in view of gathering participants' feedback and advocating for the implementation of the assessment recommendations.

## 5. EXPECTED DELIVERABLES AND ESTIMATED TIMING

The consultants will work under the guidance of Green cities Project manager and respective UNDP Cluster lead, international consultant responsible for functional analysis of the Municipality, and in close collaboration with the Chisinau Municipality staff.

All activities and deliverables undertaken by the consultant shall be discussed and planned in consultation with UNDP and will be executed following approval from UNDP. The consultant is expected to deliver each component of the work-plan electronically (Word format) in English. At each stage, the deliverable shall be sent to the Project manager by email, with the UNDP Cluster lead in copy.

Specific Deliverables and delivery dates can be found in the Technical Annexes as follows:

- 1. **Technical Annex 1.1:** Assessments of Chisinau Municipality General Department of Transport and Roads (including subordinated municipal enterprises)
- 2. Technical Annex 1.2: Financial Analysis of Sector Specific allocations and expenditures
- 3. **Technical Annex 1.3:** Development of Strategy for Strengthening Human Resources

## Payment modality and schedule

The payment will be done in three tranches, according to the following schedule. All deliverables must be delivered on time and to the satisfaction of UNDP Moldova.

Deliverable	Due date	Proportion of payment
Inception Report (deliverables 1.1 – 1.3)	15 April 2020	20%
Draft 1-2 of Reports (deliverables 1.4 — 2)	15 June 2020	40%
Final Analytical Report and Road Map (deliverable 3).	30 July 2020	40%

UNDP reserves the right to withhold all or a portion of payment if performance is unsatisfactory, if work/outputs are incomplete, not delivered for failure to meet deadlines.

#### 6. APPLICATION PROCESS

Applicants shall submit the following four documents:

#### Required

- - (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 (if applicable)
- Financial proposal (in USD, specifying the total lump sum amount as well as the requested amount of the fee per day). Financial proposal template prepared in compliance with the template in Annex 3
- CV, including information about past experience in similar assignments and contact details for three referees;
  - Incomplete applications not considered.

#### VII. ANNEXES TO THE TOR

Annex 1- Technical annexes

Annex 2- Individual Consultant General Terms and Conditions Offeror's Letter confirming Interest and Availability

Annex 3- Financial proposal template & Offeror's Letter confirming Interest and Availability

## **Lead Consultant**

Technical Annex 1.1: Assessment of Municipal General Department of Transport and Roads (including subordinated municipal enterprises), development of a Roadmap for restructuring, including the elaboration of internal Regulations

# 1. Deliverables and Delivery dates

Nr.	Tasks/ Activity	Deliverables	Timeline*
1	Develop detailed assessment methodology, detailed work plan (with clear responsibilities and timeline, specifying interviews' schedule, including field-visits, key moments when coordination and briefing- debriefing/consultations meetings with relevant stakeholders and focus group discussions will be organized, etc.) and template for Roadmap	<ul> <li>Detailed Methodology and Work plan for incorporation into the Inception report to be prepared in Romanian or English</li> <li>Roadmap template for incorporation into the Inception report to be prepared in Romanian or English</li> </ul>	5 days
2	Desk review of available sources: administrative statistics, assessments, evaluations, reports, records from relevant ministries, Municipal Directorates and agencies, etc.	Desk review results for incorporation into Inception report under preparation in Romanian or English	5 days
3	Develop data collection instruments based on approved methodology and desk review, and incorporation of the same in the finalized Inception report.	Inception report, with incorporated desk review results, Methodology, and data collection tools and annotated outline of final report in Romanian or English	2 days
4	Data collection, including interviews, field visits and focus group discussions, meeting with selected partners, stakeholders and beneficiaries, and interim validation of the findings	<ul> <li>Field work report recording methodology, processes for selecting respondents and summarizing data collected in Romanian or English</li> <li>Questions and comments from UNDP and Chisinau Municipality addressed in a timely manner</li> </ul>	10 days
5	Data analysis and development of the first draft assessment report with key findings, recommendations and lessons learned based on all sources of information used and draft of the Roadmap  Propose a draft new Regulation and organigram of the Municipal General Department of Transport and Roads (including subordinated municipal enterprises).  Provide schematic description of operational relations between general director of the	Draft assessment report and Roadmap in Romanian and in English submitted to UNDP and Chisinau Municipality, with gender sensitivity, human rights and equity-based approach	15 days

department and its superiors and subordinated institutions in view of avoiding overlapping or		
conflicting functions.		
Suggest functional attributions for managing positions of the Municipal General Department of Transport and Roads with subordinated municipal enterprises and other institutions assigned with executive functions in transport and urban mobility area.		
6 De-briefing meeting with Chisinau Municipality, UNDP and other partners	<ul> <li>Meeting notes indicating the received comments/ suggestions to the Assessment Report and to the Roadmap in Romanian or English</li> </ul>	1 day
7 Develop the second draft of the assessment report.	Revised assessment report in Romanian and in English submitted to UNDP for approval.	2 days
Develop the Final draft (ready for public consultations) of the Roadmap, based on final comments to second draft received	<ul> <li>Final draft (ready for public consultations) of the Roadmap in Romanian and English submitted to Chisinau Municipality</li> </ul>	2 days
Prepare PPT presentation and two pages of key findings.  Participate to the validation meeting on the report with relevant stakeholders and on validation of the Roadmap	<ul> <li>Power Point presentation / summary of key findings per area and per stakeholders and related recommendations (in Romanian and in English).</li> </ul>	1 day
9 Finalize report, based on comments and recommendations received through the consultation	<ul> <li>Final report in Romanian and English;</li> <li>Summary of key findings (up to 5 pages) in Romanian and in English</li> </ul>	2 days
Finalize Roadmap, based on comments and recommendations received through the consultation (in Romanian or English)	Roadmap in Romanian and in English ready to be presented to the Municipal Council Meeting for validation	2 days
TOTAL		

<sup>\*</sup>Exact dates will be agreed upon signature of the contract. The consultant will be a team leader having as one of the tasks guiding the team of experts and consolidation the outputs. The assessment will produce the following major outputs:

- 1. Inception Report
- 2. Draft Reports as specified under deliverables
- 3. Final Analytical Report
  - Introduction (background context)
  - Executive Summary (max. 5 pages)
  - Purpose and objectives of the review
  - Methodology and tools

- Major findings
- Conclusions and recommendations
- Annexes
- 4. Road Map
- 5. A folder containing tools used during the Assignment (timeline, workplan, report on the activities, results and materials produced under the assignment).

## 2. Qualifications and expertise

The work is planned to be conducted by the following individual consultants with the following expertise and key qualifications:

## Specific requirements in terms of qualifications and work experience:

- Advanced university degree in Public Administration, Transport or related fields;
- At least (5) five years of experience as a researcher/ evaluator of projects/ policies/ strategies, formulation
  of sector plans, planning of programmes and coordination of research work (specific examples should be
  presented with the application);
- Proven experience in assessment and/or evaluation of sectoral strategies implemented nationwide and/or
  at local level in one of the following areas: health, education/ early education, child protection, social
  assistance, youth and adolescents' strategies, preferably within a middle-income country context (specific
  examples should be presented with the application);
- Proven experience in international and regional policies and best practices in the areas of transport and mobility is a strong asset;
- Technical evaluation skills to be applied to the assessments e.g. knowledge on evaluation/assessment designs with focused questions; evaluation approaches and methods; and the analytical skills to interpret findings and to formulate conclusions and recommendations;
- Proven knowledge of Human Rights Based Approach and Result-based Management;

### **General requirements:**

- Excellent command of English, both oral and written; working command of Romanian is a strong asset;
- Experience in working with UNDP and/or other UN Agencies will be an asset;
- Demonstrated work experience in the field of the ECA region including Moldova is a strong asset.

## **Financial Consultant**

#### Technical Annex 1.2 - Financial Analysis of Sector Specific allocations and expenditures

#### 1. Deliverables and Delivery dates

Nr.	Tasks/ Activity	Deliverables	Timeline*
1	Develop a detailed assessment methodology, including a detailed work plan, for the assignment related to the budget analysis	<ul> <li>Methodology for the budget analysis, including a work plan and road map in Romanian and English</li> </ul>	1 day

	TOTAL:		16 days
6	Final presentation to national partners and UNDP	<ul><li>Final Power point including key findings and recommendations in</li><li>Romanian and English</li></ul>	o.5 day
5	Finalize report, based on comments and recommendations received through the consultation with national partners and UNDP	<ul> <li>Final report in Romanian and English;</li> <li>Summary of key findings (up to 5 pages) in Romanian and in English</li> </ul>	1.5 days
4	Debriefing and presentation of the preliminary results to UNDP and the national partners	<ul> <li>Power point presentation including key findings and key recommendations in Romanian and English</li> </ul>	1 day
3	First draft of the overall budget analysis over a period of 5 years (as specified in the ToRs), including concrete recommendations for more efficient, effective and equitable budgets for transport and mobility.  This task should include proposals for potential revenue sources (e.g. from transport electronic tickets, parking management, permitting or transport activities), based on experience of other EU municipalities.	First draft of the budget analysis in Romanian and English	5 days
	sector specialists from relevant Municipal departments  Together with representatives from Chisinau Municipality conduct meetings with the MoF and line ministries.  Collect the necessary budget data at the central level (MoF and line ministries) and at the municipal level.	Explanatory note reporting on the collected data and data gaps (if any).  Both in Romanian and English	
2	Conduct discussion with finance specialists and	Budget dataset collected and shared with UNDP	7 days

<sup>\*</sup>Exact dates will be agreed upon signature of the contract

## 2. Qualifications and expertise related to the Finance Specialist

### Specific requirements:

- An advanced University Degree in Economics, Public Policy, Governance, Fiscal Reform, or other relevant areas;
- A minimum of 5 years of professional experience in Public Finance Management, and Budget Analysis;
- Demonstrated experience in collecting public budget data and analysing budgetary and policies;

## **General requirements:**

- Excellent command of English, both oral and written; working command of Romanian is a strong asset;
- Experience in working with UNDP and/or other UN Agencies will be an asset;
- Demonstrated experience in the field of the ECA region including Moldova is a strong asset.

# **HR Consultant**

Technical Annex 1.3 – Development of Analytical Report & Roadmap for Strengthening Human Resources (including development of the roadmap, internal Regulations, JDs and HR management tools).

# 1. Deliverables and Delivery dates

Nr.	Tasks/ Activity	Deliverables	Timeline*
1	Develop detailed assessment methodology, detailed work plan (with clear responsibilities and timeline, specifying interviews' schedule, key moments when coordination and briefing-debriefing/ consultations meetings with relevant stakeholders and focus group discussions will be organized, etc.) and template for Roadmap.	<ul> <li>Detailed Methodology and Work plan for incorporation into Inception report to be prepared</li> <li>Roadmap template plan for incorporation into Inception report to be prepared</li> <li>Both in Romanian and English</li> </ul>	3 days
2	Desk review of existing HRM system, policies, procedures and practices pertaining to the current organizational structure, HR planning, selection/recruitment, promotion, learning and development, performance management system	Desk review results for incorporation into Inception report under preparation in Romanian and English	4 days
3	Develop data collection instruments based on approved methodology and desk review, and incorporation of the same in the finalized Inception report.	Inception report, with incorporated desk review results, Methodology, and data collection tools and annotated outline of final HR report in Romanian and English	2 days
4	Data collection, including interviews, focus group discussions, meeting with selected stakeholders, interviews of HR staff and senior decision makers, general observation of work practice, and interim validation of the findings	<ul> <li>Field work report recording methodology, processes for selecting respondents and summarizing data collected in Romanian and English.</li> <li>Questions and comments from Chisinau Municipality and UNDP addressed in a timely manner</li> </ul>	7 days
5	Data analysis and development of the first draft report with key findings, recommendations and lessons learned based on all sources of information used and draft of the Roadmap.  Propose draft of Job description for managing positions of the Municipal General Department of Transport and Roads and subordinated institutions staff and suggest KPIs	Draft HR report and Roadmap in Romanian and in English submitted to Chisinau Municipality and UNDP including HR Planning, Recruitment and Selection, Learning and Development, Performance Management	10 days

	TOTAL 42			42 days
	recommend relevant HRM development goals and specific activities captured in a comprehensive HRM vision and staff development plans (including in strategic planning and daily activities)		report, based on HRM vision and staff development plans	
11	Conduct Training Needs Assessment, and	•	Training Needs Assessment	7 days
10	Finalize Roadmap, based on comments and recommendations received through the consultation (in Romanian or English)	•	Roadmap in Romanian and in English (version ready to be presented to the City Council Meeting for validation)	1 day
	Finalize HR Report, based on comments and recommendations received through the consultation	•	English;  Summary of key findings (up to 5 pages) in Romanian and in English	,
9	Prepare PPT presentation and two pages of key findings.  Participate to the validation meeting on the report with relevant stakeholders and on validation of the Roadmap	•	Power Point presentation / summary of key findings per area and per stakeholders and related recommendations (in Romanian and in English).  Final Report in Romanian and	1 day
7	Develop the second draft of the HR Report.  Develop the Final draft (ready for public consultations) of the Roadmap, based on final comments to second draft received	•	Revised HR Report in Romanian and in English submitted to UNDP for review. Final draft (ready for public consultations) of the Roadmap in Romanian and English submitted to Chisinau Municipality	2 days 2 days
6	De-briefing meeting with Chisinau Municipality, UNDP and other partners	•	Meeting notes indicating the received comments/ suggestions to the Draft HR Report and to the Roadmap in Romanian and English	1 day

<sup>\*</sup>Exact dates will be agreed upon signature of the contract

## 2. Qualifications and expertise related to the Human Resources Specialist

#### Specific requirements:

- Master's Degree in Human Resources Management, Labour Law, Business Administration, Psychology or other relevant field. Bachelor and at least 10 years of relevant experience will be also acceptable;
- HRM Cetification is an asset;
- Minimum of 10 years of work experience in Human Resources Management and/or Development;
- Experience in strategic planning and organizational development including development of human resources strategies;
- Experience with the implementation of performance appraisal systems;
- Experience in Human Resources Management within a Moldovan public institution will be an asset;
- Proven experience in the recruitment procedures within Moldovan public sector;

- Strong analytical skills, including legal analysis, organizational and interpersonal skills;
- Excellent report writing skills;
- Proven ability to design and deliver trainings.

# **General requirements:**

- Excellent command of English, both oral and written; working command of Romanian is a strong asset;
- Experience in working with UNDP and/or other UN Agencies will be an asset;
- Demonstrated experience in the field of the ECA region including Moldova is a strong asset.