

TERMS OF REFERENCE FOR THE DEVELOPMENT OF PIM REGULATIONS, OPERATIONS MANUAL, ASSOCIATED GUIDELINES AND TEMPLATES

1.0 BACKGROUND

The Government of Ghana (GoG) seeks to enhance efficiency and effectiveness in the delivery of public infrastructure through the implementation of far-reaching reforms including the Public Investment Management (PIM) Policy, adopted in 2015. The PIM Policy is intended to address the challenges that have, over the years, undermined efficiency in the delivery of public infrastructure and services. For instance, due to fragmentation in the management of public investments on the basis of funding sources, the public investment management landscape has generally been characterized by ambiguities in roles and responsibilities; duplications of effort; unclear processes and procedures in delivering public projects; unscientific project selection and prioritization, dispersed data on public investment and unclear path in the application of systems to deliver a holistic functional relationship and processing of public investment. These developments have adversely affected the efficient delivery of public infrastructure and services.

Ghana's efficiency in public investment is significantly lower than emerging market economies, although marginally higher than other countries in Sub-Saharan Africa. The efficiency gap compared to the best performing countries in the world is around 57 percent¹. Closing this gap requires strategies that enhance efficiency in Public Investment Management (PIM).

To this end, GoG has adopted a multifaceted strategy to enhance productivity of public capital. These strategies include: (i) the implementation of the PIM Policy to improve the coordination and management of all public investments through the establishment of the Public Investment Program (PIP); (ii) the creation of an enabling environment to attract private capital, expertise and efficiency in the delivery of public infrastructure on the basis of Public-Private Partnerships (PPP) and (iii) the establishment of the Ghana Infrastructure Investment Fund (GIIF) to mobilize, manage, coordinate and provide financial resources to catalyze the development of critical infrastructure in Ghana. In addition, the government has passed the Public Financial Management (PFM) Act and is currently in the process of implementing measures to improve the linkage between the PFM Reforms and the ongoing PIM Reform.

In the context of the PIM policy implementation, Government has also initiated steps to operationalize the Hyperion Project Module (information system) to assist in the electronic management of public investment projects. When fully operational, the System will, among

¹Source (International Monetary Fund (IMF) PIM Assessment - March, 2016)

others, strengthen the link between the National Development Policy Framework (by NDPC) and the national budget to improve efficiency in capital expenditure.

To enhance the operationalization of PIM in Ghana, the Government has commissioned a comprehensive PIM capacity assessment that is expected to inform the development of a PIM Reform Strategy and Action Plan by the end of 2018 to guide capacity building actions.

In spite of the ongoing efforts, there is need for the development of PIM Regulations, Operations Manual, associated guidelines and templates, to facilitate compliance of Ministries, Departments and Agencies (MDAs), State-Owned Enterprises (SOEs), as well as Metropolitan, Municipal and District Assemblies (MMDAs) with the PIM policy.

The GoG has received support from the World Bank for the Ghana Economic Management Strengthening – Technical Assistance (GEMS-TA) project. In the context of this project, GoG is implementing a set of actions aimed at improving PIM capacity through targeted interventions.

In furtherance of this objective, MoF is seeking the services of a qualified consultant to develop PIM Regulations, Operations Manual, associated Guidelines and Templates for use by public officials to, among others, analyse and assess economic, financial, social, and environmental costs, benefits and risks of public investment projects.

2.0 OBJECTIVES OF THE ASSIGNMENT

The main objective of this assignment is to support the Ministry of Finance and MDAs to develop relevant PIM operations manuals, guidelines, templates and regulations that will guide the appraisal and selection process of infrastructure/investment projects for financing.

3.0 SCOPE OF THE ASSIGNMENT

The main assignment will cover the development of the PIM regulations, operations manual, associated guidelines and templates, specifically:

a. PIM Regulations

PIM Regulation to be developed should be on based on international experience and best practices to support the implementation of the of PIM National Policy and the guidelines in line with the PFM Act, 2016 (Act 921).

b. PIM Operations Manual

PIM Operations Manual should be as comprehensive as possible and provide step by step elaboration (how-to) of the PIM processes and procedures; and methods and tools for preparing and analyzing economic, financial, technical, legal and environmental/social feasibility of investment projects.

c. PIM Guidelines

The PIM Guidelines are expected to elaborate the PIM guiding principles and provide instructions to key PIM stakeholders (MoF, NDPC, MDAs, MMDAs and SOEs)² on each stage of the PIM process to ensure effective delivery of investment projects. The development of pre-investment guidelines and templates will guide:

- a) MDAs in the conduct of feasibility studies for investment projects;
- b) the MoF to properly identify, analyse, prioritise and rank projects for the consideration of the Public Investment Program Working Committee³ (PIPWC); and
- c) the work of the PIPWC's using the PIP guideline and template.

d. The Templates

The associated templates to be designed should cover all the relevant standard forms and formats to be used by MDAs, MMDAs, SOEs in preparing the project concept paper, feasibility studies, monitoring and evaluation public investments in line with NDPC's guidelines. Templates needed for assessing or appraising, selecting (criteria for prioritisation, ranking), allocating funding for public investments will also be developed for the use of the Ministry of Finance.

Additional Tasks:

Additional assignment should include but not limited to the following:

- i. Elaboration of a step by step business process on the use of the Hyperion Project Module (information system) for the development and management of public investment projects;
- ii. Make presentation at stakeholder workshops for validation of the manual, guidelines, templates and PIM regulations;
- iii. The consultant is required to provide training for MoF, NDPC, MDAs, MMDAs and SOEs on the use of the operations manual, guideline, templates and PIM Regulations developed;

² MoF - Ministry of Finance; NDPC – National Development Planning Commission; MDAs – Ministries Departments and Agencies; SOEs – State Owned Enterprises.

³ The PIP working Committee (PIPWC) approve, prioritize and rank projects that have been judged acceptable from a technical standpoint and allocate funding to execute selected project.

- iv. The consultant is also expected to work with the task force mandated to review and assist in the enactment process of the PIM Regulations; and
- v. The consultant will support the PIP Unit to ensure that their responsibilities are executed in accordance with the National PIM Policy and also work closely across Government MDAs providing advice and guidance on the development of Public Investment Programme.

4.0 EXPECTED DELIVERABLES

The consultant will be required to submit five (5) hard and soft copies of: (i) PIM Operations Manual, (ii) pre – investment guidelines and templates (iii) PIM Regulation. The consultant is also expected to provide Report on training for key officers of MoF, NDPC, MDAs, MMDAs and SOEs on the use of the manual, guidelines, regulations and templates for public officials.

The developed PIM regulations, operations manual, guidelines, and templates should be delivered both in hard and soft copies to PID - MoF. The soft copies of the documents should be kept on separate CD ROM or Flash drives.

All the materials developed by the consultant shall remain the Ministry's intellectual property.

5.0 EXPECTED QUALIFICATION AND EXPERIENCE

The consultant should be a Public Investment Management Expert with in-depth experience in preparing manuals and guidelines in the area of PIM.

Specifically, the successful consultant is expected to have the following qualifications:

- i. Minimum of Master's Degree in any of the following: Economics, Accounting, Business Administration, Public Administration, Financial Management, Public Policy, International Development or any other relevant field. An interdisciplinary background will be an advantage.
- ii. Minimum of 10 years of experience in advisory services in fields related to public investment, public finance and project management at a senior level.
- iii. Must have been involved in at least two assignments on the development of Public Investment Management Regulations, Operations Manual, Guidelines and Templates.
- iv. Extensive knowledge of Public Investment Management processes including planning, project preparation and appraisal, project selection and budgeting, project execution as well as monitoring and evaluation.
- v. Demonstrated ability to work with government / public sector decision-makers and development partners.
- vi. Knowledge of international practices in Public Investment Management processes and systems.

- vii. Experience in using database software would be desirable.
- viii. Excellent research, writing and communication skills.
- ix. Experience working in Ghana in similar assignments will be an added advantage.

6.0 REPORTING REQUIREMENTS

The consultant will report directly to the Director of PID, however the consultant will work with the Heads of the PIP Unit and other team members on daily basis. The expected reports on the assignment will be submitted to the Director, PID. The approval of all the reports submitted by the consultants to PID shall be prerequisite for payments.

7.0 DURATION

The assignment is expected to be completed within five calendar months from the contract signing date.

8.0 PAYMENTS

Payment of service shall be based on deliverables and in lump sum which shall be made in eight instalments. Payment will follow the schedule below:

8.1 Schedule for deliverables and payment

No.	Deliverable	Expected Date of submission	Responsibility	Percentage Payment to Consultant
1.	Inception Report showing detailed work plan for the assignment, overview of key issues, development of a communication and coordination protocol with PID-MoF and discussion of any specific issue requiring immediate attention of PID-MoF.	2 weeks after signing of contract	Consultant	10%
2.	Submission of first draft of: <ul style="list-style-type: none"> a. PIM Regulations b. PIM Operation Manuals; c. Pre-investment Guidelines/Template; and d. PIP Guidelines/Template; 	6 weeks after signing contract	Consultant	15%
3.	Stakeholder consultations review and submission of comments on Drafts	7 weeks after signing the contract	MoF - PID	-

	Manual, Guidelines, Templates and Regulations			
4.	Submission of final Report of: a. PIM Regulations b. PIM Operation Manuals; c. Pre-investment Guidelines/Template; and d. PIP Guidelines/Template	9 weeks after signing contract.	Consultant	15%
5.	PID review final reports and submission of comments on: a. PIM Regulations b. PIM Operation Manuals; c. Pre-investment Guidelines/Template; and d. PIP Guidelines/Template	10 weeks after signing contract	MoF-PID	-
6.	Provide technical support to facilitate the enactment of the PIM Regulation process	11 weeks after signing contract PID.	Consultant	10%
7.	Training on Regulations, Manuals, Guidelines and Templates for officer of the MOF-PID.	12 weeks after signing contract PID.	Consultant	10%
8.	Training on Regulations, Manuals, Guidelines and Templates for key officers of the NDPC, MDAs, MMDAs and SOEs	13-15 weeks after signing contract PID.	Consultant	10%
9.	Provide hands-on support/mentoring to the PID on the application of tools	16-17 weeks after signing of contract	Consultant	10%
10.	Submission of Close out report on assignment including training reports and report on application of the tools with the PID.	20 weeks after signing of contracts	Consultant	20%
				100%