

# Researcher on the duplication of services in central, provincial and local government services - Reference No.: IC/CDLG/2022/37 - for Sri Lankans only

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|---------------------------------------|---|
| <b>Location :</b>                     | Colombo, Sri Lanka (with travel to Northern, Eastern, North Central and Uva provinces, SRI LANKA) |
| <b>Application Deadline :</b>         | 07-Aug-22 (Midnight New York, USA)  |
| <b>Time left :</b>                    | 12d 20h 59m   |
| <b>Type of Contract :</b>             | Individual Contract   |
| <b>Post Level :</b>                   | National Consultant   |
| <b>Languages Required :</b>           | English   |
| <b>Duration of Initial Contract :</b> | 6 Months  |

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**UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.**

**UNDP does not tolerate sexual exploitation and abuse, any kind of harassment, including sexual harassment, and discrimination. All selected candidates will, therefore, undergo rigorous reference and background checks.**

## Background

The Capacity Development of Local Government (CDLG) Project of UNDP Sri Lanka is part of larger efforts by the Government of Sri Lanka to strengthen the local governance system in the country. These efforts are supported by the European Union, and the World Bank. The Government of Sri Lanka implements the Local Development Support Project (LDSP) in four provinces – North, North Central, Eastern, and Uva – to strengthen local service delivery and local economic infrastructure and enhance bottom-up approaches to support public engagement in local decision-making processes, including through participatory planning and feedback mechanisms for service delivery. Specifically, LDSP will focus on developing Local Area Participatory Development Plans (LAPDP) at the Local Government Authority (LGA) level, based on aggregated plans from the ward level, and synergized with sector plans of ministries.

The overall objective of the CDLG project is to strengthen the capacities of Local Government Authorities (LGAs) to be inclusive, responsive, and accountable and be able to plan, enhance resilience, and deliver better services. The project will emphasize strengthening of vertical and horizontal linkages between different levels of local government and national government (i.e. from national to provincial council level to LA level) and between developed and deconcentrated units and other actors pursuing development and reconciliation efforts (i.e. between elected provincial councils and local governments and divisional and district secretariats and central government line ministries as well as CSOs) Strengthening horizontal and vertical linkages is essential for improving policy and programme coherence, integrated planning and service delivery, and to avoid duplications and inefficiencies in the local governance systems.

The capacity development support, coupled with the fiscal support (through Basic Transfers and Performance Transfers provided through LDSP project) for inclusive service delivery and economic investment, is aimed at strengthening the role of elected representatives at the local level. It is about improving local governance systems and making local governments “fit for future”, as well as increase downward accountability of elected officials and local governments. The CDLG is keen on improving institutional, organizational, individual (Staff and Councilors) and societal capacities of LGAs. The project also aims to strengthening mechanisms for public engagement in local decision-making processes.

## SCOPE AND OBJECTIVES

The service delivery system in Sri Lanka is comprised of central, provincial and local government operations. All three levels are constitutionally competent to provide public services in the subjects and functions and within the powers and objects they are so mandated. The provision of services involves undertaking activities that target specific needs of specific beneficiary groups, usually organized in terms of sectors. All such activities are designed to fulfil agency/programme mission and objectives in the delivery of such sector goals. However, in the course of the evolution of Sri Lanka’s public service delivery system, differentiation has taken place within sectors resulting in more than one organization being established to provide for a specific need of the specific beneficiary group.

Additionally, with the establishment of the provincial level of government, departments/agencies have been established to deliver public services in the respective areas of the subjects and functions assigned to that level. The service deliveries of Local Authorities, though not defined in terms of sectors, also fall within the sectoral framework of central and provincial service delivery.

Duplication is inefficient in terms of the allocation of resources and ineffective in terms of the confusion in accountability for development results. There is lack of clarity in who does what for whom. In the final analysis, beneficiaries of all levels of government as well as all department/agency programmes within a sector are the same, whether they are individuals/households, communities/groups or places/areas. It is therefore necessary to ensure coherence of the multiple channels of service delivery so as to be efficient in resource allocation and effective in being responsive and accountable to the citizens.

**Objective:**

The study seeks to clarify and understand, the nature and scope, context, and form of duplication that takes place. The objective of the study is to make recommendations on a methodology for avoiding situations leading to the duplication of services between the central and provincial governments.

## Scope of the Study:

For purposes of this study, duplication in service delivery is defined as a situation where two or more agencies from two or more of the levels of government provide either the same service or services to the same beneficiary. It is a situation where a set of departments/agencies at all levels of government constituting a sector function concurrently delivering services to the same category of beneficiary within their respective mission and objectives. The scope of the study will extend to the following issues and aspects in the functioning of the central, provincial and local government service delivery context.

1. The organization and structure of central and provincial government subjects and functions;
2. The scope of the ensuing ‘duality’ (parallel presence) of central and provincial departments and statutory bodies across sectors;
3. The nature and scope of ‘duplication’ in service delivery between central and provincial government services;
4. The public service delivery context in which duplication of services occurs, identifying the stages of public service delivery (i.e., policy/decision making, planning/budgeting, implementation);
5. The forms of duplication, in terms of procedures, staffing and finance;
6. The reasons for the occurrence of duplication in the operation of the public service delivery system, specifically the gaps, in sector policy, central-provincial (vertical) coordination, and subnational level (horizontal) coordination;
7. Review current mechanisms in place and their efficacy for resolving such issues.

## Methodology to be followed:

1. Literature review of the post-devolution evolution of central, provincial and local government service delivery systems;
2. Review the operation of the central, provincial and local government service delivery systems at the subnational level;
3. Select one Divisional Secretariat (DS) each from Uva, North Central, Northern and Eastern Provinces in consultation with the Ministry of Public Administration, Home Affairs, Provincial Councils and Local Government and UNDP;
4. Map the structure of frontline staff and services in selected Divisions. In provinces where there are inter-provincial irrigation schemes (Mahaweli), the study will be carried out in two Divisions, one from an area under inter-provincial irrigation schemes and one from an area not under inter-provincial irrigations scheme;
5. Identify sectors where there is duplication of services in central, provincial and local government services;
6. Analyse duplication in selected sectors according to items 3, 4 and 5 of the scope of the study.
7. Examine the institutional implications of the nature, scope, content and extent of duplication of services;
8. Make recommendations for avoiding duplication and making the service delivery system understandable and accountable to the citizens and propose a mechanism to strengthen the vertical and horizontal linkages between different levels of local government and national government (i.e., from national to provincial council level to LA level), and between devolved and deconcentrated units, and other actors pursuing development and reconciliation efforts (i.e., between elected provincial councils and local governments, and divisional and district secretariats and central government line ministries, as well as CSOs);
9. Presentation and validation of findings and recommendations.

The mapping of central, provincial and local government service deliveries will be based on the sectoral classification on the basis of which provincial councils prepare the Annual Development Plan submitted to the Finance Commission. UNDP will provide the format for information gathering.

## Content of Reporting:

The study report will cover the following contents.

1. The organization and structure of central and provincial government subjects and functions;
2. The operation of the central and provincial government service delivery systems at the subnational level;
3. The nature, scope and extent of duplication;
4. Mechanisms currently in place to address duplication;
5. Gaps in the operation of such mechanisms;
6. Proposed approach for avoiding duplication;
7. Recommendations for a methodology to avoid such situations and making the service delivery system understandable and accountable to citizens and a mechanism to strengthen the vertical and horizontal linkages between different levels of government.

## Duties and Responsibilities

### Expected Output/Deliverables & Milestones

The Consultant is expected to generate the following deliverables during the period of this assignment:

- Deliverable 01- The literature review (items 1 and 2 of methodology) Inception Report clearly explaining framework for information gathering - August 2022;
- Deliverable 02- Information gathering on item 4 of methodology ,Analysis of sectors where there is duplication and Submission of report by 15/10/2022;
- Deliverable 03- Analyse duplication in selected sectors, Nature and scope of duplication, Context of duplication (policy/decision making, planning/budgeting, implementation), Forms of duplication (procedures/staffing/finance), Submission of report by 15/11/2022;
- Deliverable04- Examine institutional issues and current mechanisms to avoid duplication, Preparation of draft report and presentation of findings by 31/12/2022;
- Deliverable 05- Submission of final report by 31/01/2023.

The consultant will work in close consultation with and guidance of the CDLG Local Governance Specialist and other consultants. CDLG will provide reporting formats for reporting activities implemented under this initiative

## TIMEFRAME

The assignment should be completed within six months. CDLG field teams will assist in making the introductions to the relevant authorities and liaising with the respective officials to facilitate this assignment.

The data collected is required to be shared with CDLG so that any cross references can be made if required

## Competencies

The prospective consultant should have the following competencies and qualifications.

### Technical competency

- Competence: Consultant should possess the abilities, skills, and experience appropriate to undertake the tasks proposed.;
- Respect for people: Consultant respect the security, dignity and self-worth of respondents, program participants. Consultant has the responsibility to be sensitive to and respect differences amongst participants in culture, religion, gender, disability, age, and ethnicity.

### Behavioral Competencies:

- Ability to be flexible and respond to changes to text/layout as part of the review and feedback process;
- Strong interpersonal skills, able to communicate and work with diverse people;
- Participate effectively in team-based, information-sharing environment, collaborating and cooperating with others.

### Results

- Proven delivery of high-quality results, in a timely manner;
- Ability to plan own work and use time efficiently, manage conflicting priorities and work under pressure of tight and conflicting deadlines.

## Required Skills and Experience

Following are the minimum qualifications required for the selected consultant;

### Academic Qualifications

- Master’s degree or above in the relevant field obtained from recognized University (Max. 150 points).

### Experience

- At least 10 years professional experience in sub national government or similar field. (Max. 150 points);
- Strong experience in conducting evidence-based research studies and report writing. (Max. 150 points);
- Demonstrated experience in working with government partners and other stakeholders in public sector development programs. (Max. 100 points);
- Prior experience in working with the devolved and deconcentrated governance structures of Sri Lanka. (Max. 150 points).

## HOW TO APPLY

- To apply please access UNDP Jobs site <http://jobs.undp.org>.

The application should contain:

- **Cover letter** explaining why you are the most suitable candidate for the advertised position and a **brief methodology** on how you will approach and conduct the work;
- **Updated CV** to include qualifications/competencies and relevant past experience, professionalism, quality of writing, presentation and overall suitability to this TOR;
- Individual consultants will be evaluated based on a combination of factors including cover letter, the credentials on offer and brief interview (optional) and the offer which gives the **best value for money for the UNDP**;

- Please send the Financial Proposal separately to the following e-mail address: [consultants.lk@undp.org](mailto:consultants.lk@undp.org) stating the vacancy number/position in the subject line using the annex II given below.

Failing to provide correct vacancy number & Position would be a disqualification.

## FINANCIAL PROPOSAL

All Inclusive **Lump Sum amount**: LKR (\_\_\_\_\_)

Amount in words: (Rs. \_\_\_\_\_)

## Annexes

- Annex I - **Individual IC General Terms and Conditions**
- Annex II – **Offeror’s Letter to UNDP Confirming Interest and Availability for the Individual IC, including Financial Proposal Template**

**Note:** Payments will be based on invoices on achievement of agreed milestones i.e., upon delivery of the services specified in the TOR and certification of acceptance by the UNDP. The applicant must factor in all possible costs in his/her “**All Inclusive Lump Sum Fee**” including his/her consultancy and professional fee, travel (economy class flights is required to and from the Duty Station) honorarium, board and lodging, and any other foreseeable costs in this exercise. No costs other than what has been indicated in the financial proposal will be paid or reimbursed to the consultant. UNDP will only pay for any unplanned travel outside of this TOR and Duty Station on actual basis and on submission of original bills/invoices and on prior agreement with UNDP officials. Daily per diems and costs for accommodation/meals/incidental expenses for such travel shall not exceed established local UNDP DSA rates.

For an Individual Contractor who is 65 years of age or older, and on an assignment requiring travel, be it for the purpose of working at the duty station or as an integral duty required travel under the TOR, a full medical examination and statement of fitness to work must be provided. Such medical examination costs must be factored in to the financial proposal above. Medical examination is not a requirement for individuals on RLA contracts.

## Evaluation Criteria

Applications will be first screened and only candidates meeting the minimum criteria will progress to the pool for short listing. Shortlisted Candidates will be then assessed and scored against the following evaluation criteria noting that an interview will be conducted to the shortlisted candidates, if required.

1. Technical Criteria weight: [70%] ;
2. Financial Criteria weight: [30%] .

Only Individual Consultants obtaining a minimum of 49 points (70%) on the Technical Evaluation would be considered for the Financial Evaluation

## PAYMENT FOR SERVICES

Payments will be based on milestones certified by the Project Manager- Capacity Development of Local Government Project (CDLG) of UNDP Sri Lanka.

Payment Milestones are as follows:

- Deliverable 01- The literature review (items 1 and 2 of methodology) Inception Report clearly explaining framework for information gathering -15% - August2022;
- Deliverable 02- Information gathering on item 4 of methodology ,Analysis of sectors where there is duplication and Submission of report-30%- by 15/10/2022;
- Deliverable 03- Analyse duplication in selected sectors, Nature and scope of duplication, Context of duplication (policy/decision making, planning/budgeting, implementation), Forms of duplication (procedures/staffing/finance), Submission of report-20%- by 15/11/2022;
- Deliverable 04- Examine institutional issues and current mechanisms to avoid duplication, Preparation of draft report and presentation of findings -20%-by 31/12/2022;
- Deliverable 05- Submission of final report -15%-by 31/01/2023.

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