

## **TERMS OF REFERENCE**

### **Preparation of a Project Implementation Manual**

#### **Ministry of Finance and Economic Development, Government of Zimbabwe**

##### **1. Background:**

- 1.1. The African Development Bank Group (AfDB) is supporting capacity strengthening initiatives carried out by the Government of the Republic of Zimbabwe. These initiatives are being pursued through projects managed by a special Project Management Unit (PMU) set up within the Ministry of Finance and Economic Development. This PMU also manages similar initiatives supported by the African Capacity Building Foundation (ACBF). The nature of the initiatives in question is that they cut across various Government Ministries, Agencies and Departments, all of which form an integral part of implementation structures. Currently under implementation is an AfDB supported program at an estimated cost of UA16.12 (approx. USD24.5 million) whose objective is to strengthen the capacity of key institutions involved in public financial and economic management, as well as in monitoring of the Medium Term Plan (MTP) implementation.
- 1.2. Beneficiary institutions under this program include the four Departments within the Ministry of Finance and Economic Development, Zimbabwe National Statistical Agency (ZIMSTAT), Zimbabwe Revenue Authority (ZIMRA), and the Ministry of Regional Integration and International Cooperation (MORIIC). In addition to this, the PMU is also implementing another project supported by the African Capacity Building Foundation (ACBF), involving Ministry of Finance and Economic Development and Ministry of Public Service (specifically, Zimbabwe Institute of Public Administration and Management (ZIPAM) and Domboshawa Training Institute)
- 1.3. The PMU is charged with all aspects of Project Management including physical implementation, financial management, procurement, disbursement, administration, monitoring and evaluation, periodic reporting.

- 1.4. To facilitate efficient and effective project implementation, there is need for development of a comprehensive Project Implementation Manual. The manual will be developed by a consultant.

## **2. Scope of the Assignment:**

- 2.1. The main objective of the consultancy is to develop a Project Implementation Manual (PIM) that simplifies, formalise and standardise PMU administrative procedures, procurement of goods and services, training, and consultancies (as applicable), financial management (planning, budgeting, accounting and recording, internal controls, reporting and auditing), disbursements, monitoring and evaluation, progress reporting and relations with stakeholders (including outlining the main roles and responsibilities of the stakeholders).
- 2.2. The manual is expected to detail policies and procedures, including specific methods where applicable to be adopted on a day to day basis by the PMU in the course of Project Implementation with respect to the above mentioned activities and functions (in paragraph 2.1 above).
- 2.3. With due care and regard to internal controls and procedures, AfDB and ACBF rules and procedures as well as related financing agreements, the manual is expected to detail responsibilities, stages and lead times in the context of the foregoing institutional arrangements. The manual shall thus also help in the process of monitoring and overseeing projects implementing activities.
- 2.4. At the onset, the manual should outline the overall institutional aspects, with adequate reference to the project implementation and coordination arrangements and related requirements by development partners (ACBF and AfDB) and Government, with complete avoidance of any level of ambiguity. The rest of the subsequent chapters should follow a professionally acceptable chronological order, and where applicable, cross referencing to applicable Development Partners rules, procedures and guidelines shall be clearly made.
- 2.5. Chapters covering specialised areas like procurement, financial reporting and external audit should clearly elaborate on methods and standards. For example, Procurement chapters should outline in simple language,

what procedures the PMU must follow in purchasing goods, services, and civil works (depending on the value of the items); what documents must be provided as evidence of following the defined procurement procedures; and simple reporting formats for tracking and reporting on procurement steps. Chapters on Financial reporting should outline the Financial Reporting Standards used, financial reporting chronology of activities (with timelines), basis of accounting (ideally cash basis) and content of financial statements etc whereas the external audit chapters should outline type of audit, qualities of the auditors/ audit firms, standards of auditing to be applied and external audit deliverables, with time frames.

- 2.6. Institutional linkages should be clearly spelt out, with a clear articulation of roles and responsibility of the Ministry of Finance and Economic Development and the PMU itself. The supporting and/or oversight roles of beneficiary institution technical specialists, technical committee/s and Project Steering Committee should be clearly stated, with sufficient detail on linkage modalities.
- 2.7. Where applicable, the manual should give clear guidance on the composition of ad-hoc and standing specialised and non-specialised committees which shall be relevant for project implementation (e.g. the procurement/tender committees), clearly guiding on process and considerations for appointing members of such committees.

### **3. Consultant Activities:**

- 3.1. Working for the PMU and the Ministry of Finance and Economic Development, the consultant is expected to:
- 3.2. Review relevant documentation including the Government of Zimbabwe PFM Act; African Development Bank Procurement Guidelines; African Development Bank Procurement Plan Format, African Development Bank Interim Progress Reporting Format, African Development Bank Disbursement rules, African Development Bank Guidelines on Financial Reporting and Auditing of Projects as well as Terms of Reference for External Audits. Existing Project Appraisal documents should also be reviewed to gain a deep understanding of operations.

- 3.3. Meet with key stakeholders including ACBF and AfDB, to ensure all key issues have been addressed and adequately incorporated, this shall also entail a review of all documents relating to projects and their implementation from the perspective of such bilateral donors. Where material disparities exist between guidelines and practices (e.g. AfDB vs. ACBF), a common approach shall be arrived at through consultation with all parties concerned and necessary approvals from the AfDB.
- 3.4. Prepare an inception report in accordance with the terms of the consultancy agreement.
- 3.5. Develop a 'best practice' Project Implementation manual which covers in sufficient detail, the entire Project Cycle with specific procedure on PMU administrative procedures, procurement of goods and services, training, consultancies and civil works (as applicable), financial management (planning, budgeting, accounting and recording, internal controls, reporting and auditing), disbursements, monitoring and evaluation, progress reporting and relations with stakeholders.
- 3.6. Hold discussions with stakeholders on the draft Project Implementation Manual to obtain feedback on the clarity, feasibility, and completeness of the proposed procedures.
- 3.7. Finalise draft Project Implementation Manual based on stakeholder consultations.
- 3.8. Provide training to relevant personnel about the use of the manual.

#### **4. Deliverables:**

- 4.1. The consultant is expected to deliver the following:
  - 4.1.1. Inception Report outlining the understanding of the assignment
  - 4.1.2. A draft Project Implementation Manual for the PMU comments and suggestions;
  - 4.1.3. Presentation on the PIM to the Project Coordination / Management Committee and other stakeholders, including beneficiary institutions involved in the Project implementation activities and processes;

4.1.4. A final PIM which incorporate comments from PMU, ACBF and AfDB

4.1.5. Annexed to the Project Implementation Manual should be the following:

- **Disbursement**

- Sample letter designating authorised signatories
- Disbursement application form (AfDB's Disbursement form A1)
- Statement of Expenditure format (AfDB's Disbursement form A2)
- Estimated Budgeted Activities (AfDB's form A3)
- Sample Special Account Reconciliation Statement

- **Procurement**

- sample bidding documents for works and goods using different procedures,
- sample evaluation reports (works and goods) and selection of consultants,
- Standard request for quotations,
- Filing checklists,
- Field inspection report forms, etc.

- **Accounting and Financial Reporting**

- Sample journal forms
- Sample payment approval documents
- Sample Bank Account Reconciliation
- Sample monthly and quarterly management reports
- Sample annual financial statements
- Cash request forms

- **Administrative functions**

- Transport requisition forms
- Stock requisition forms (stationary etc)
- Staff allowance requisition forms
- Leave application forms
- Etc

- **Monitoring and Evaluation**
  - Sample monitoring and evaluation reports
  - Incident reporting form
  - Field Inspection forms
  - Etc

## **5. Reporting and Communication:**

- 5.1. The consultant will report to the Manager of the Project Management, and is expected to work independently in developing the draft Project Implementation Manual, however the consultant will be expected to work closely with the ACBF and AfDB Task Managers and staff on matters of consultation.

## **6. Qualifications and Experience:**

- 6.1. The assignment will require a high level of technical competence on holistic Project Management, implementation and adequate demonstrable experience in designing and developing Project Implementation Manuals for the public sector projects, particularly donor funded ones. The consulting team should therefore have an adequate combination of:
- University degrees in economics, management, or related disciplines;
  - Demonstrated cutting across experience in project design and implementation, experience in donor funded projects is required and experience in AfDB funded projects will be an added advantage.
  - A Minimum of 5 years of practical experience; procurement, financial management, project monitoring and evaluation and project implementation administrative functions.
  - Thorough knowledge of procurement rules and procedures, financial and disbursement as well as monitoring and evaluation requirements of African Development Bank supported projects and the public sector;
  - Prior experience in preparation of Project Implementation Manuals for donor supported projects or national programmes is desired
  - Excellent written and oral English; and

- Ability to meet tight deadlines and to work effectively under pressure

## **7. Duration:**

- 7.1. The assignment will be undertaken in 30 non-consecutive working days over a period of 8 weeks starting from 1<sup>st</sup> December 2013, and ending not later than end January 2014.

## **8. Background documents:**

Whilst it is envisaged that the PMU will utilise the manual in the implementation of a wide range of projects, the following documents relating to on-going operations will be very critical:

For the Bank project (CBPFEM)

- Project Appraisal Report
- Protocol of Agreement
- Disbursement handbook
- AfDB procurement rules and procedures

For the ACBF project (ZCDP)

- Project Appraisal Report
- Disbursement guidelines for ACBF Grantees
- Procurement guidelines Grantees