



**OFFICE OF THE SENIOR MINISTER, OFFICE OF THE PRESIDENT**

**PUBLIC SECTOR REFORM FOR RESULTS PROJECT (PSRRP)**

**IDA CREDIT NO. 63230-GH**

**TERMS OF REFERENCE**

**PASSPORT OFFICE**

**INDEPENDENT REVIEW OF THE ADMINISTRATIVE STRUCTURES,  
PROCEDURES AND POLICIES OF THE PASSPORT OFFICE**

**REFERENCE NO.: GH-OSM-175569-CS-CQS**

**COMPONENT 2**

**SUB-COMPONENT 2.1**

**MAY 2020**

## **INTRODUCTION**

1. The Government of Ghana launched the National Public Sector Reform Strategy (NPSRS) 2018-2023 in August 2018. The goal of the NPSRS (2018-2023) is to enhance public service delivery to the citizenry and the private sector. It seeks, among other things, to reverse the decline in institutional quality and management effectiveness of Ghana’s public sector.

### **Background of the Public Sector Reform for Results Project (PSRRP)**

2. The PSRRP is an initiative of the Government of Ghana that partially supports the implementation of the NPSRS (2018-2023). The project aims to help sixteen (16) selected Ministries, Departments, and Agencies (MDAs) improve efficiency and accountability in the delivery of key public services to citizens and firms<sup>1</sup>. This will be achieved by strengthening the service culture among the employees of these entities and reforming the current structures, systems, processes and internal management functions of the entities to provide more accessible, modernized and timely services.

3. The PSRRP is implemented through the Office of the Senior Minister under the Office of the President (OSM-OoP) and supported by a US\$35 million credit and technical assistance from the International Development Association (IDA – hereafter, “the World Bank”). A summary project description is in the Annex – further details are in the Project Appraisal Document (PAD) and in the Project Operational Manual (POM).

## **BACKGROUND OF THE ASSIGNMENT**

4. Under the Passports and Travel Certificate Decree 1967, (NLCD 155), the authority for the issuance of Ghanaian passports is vested in the Ministry of Foreign Affairs and Regional Integration. Other legal frameworks for the issuance of passports in Ghana are the Passports and Visas Ordinance (No.8) of 1957; Passports Cancellation Decree of 1972; and the Passports and Travel Certificates Amendment Law 1993 (PNDL). Within the framework of the law, authority for the issuance of passports and related travel documents of the Republic of Ghana is vested in the Ministry of Foreign Affairs and Regional Integration. The Passport Office is a Department under the Ministry of Foreign Affairs responsible for the issuance of passports to Ghanaian Citizens. The Ministry works in tandem with staff from the following agencies in the execution of this mandate:

- i. Ghana Immigration Service
- ii. Ghana Police Service
- iii. Bureau of National Investigations (BNI)
- iv. Defence Intelligence (D.I.) Ghana Armed Forces
- v. Research Department of the Ministry of Foreign Affairs and Regional Integration

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<sup>1</sup> These are five agencies (Driver and Vehicle Licensing Authority, Passport Office, Ghana Immigration Service, Environmental Protection Agency, and Births and Deaths Registry); their five respective parent ministries (Transport, Foreign Affairs and Regional Integration, Interior, Environment, Science and Technology and Innovation; and Local Government and Rural Development); the Ministry of Monitoring and Evaluation; Office of the Head of Civil Service; Public Services Commission; the Commission on Human Rights and Administrative Justice; the National Information Technology Agency; and the Office of the Senior Minister under the Office of the President.

- vi. Birth and Deaths Registry
- vii. Controller and Accountant General's Department
- viii. National Security Secretariat Council

## **OBJECTIVE**

5. The objective of the assignment is to conduct an independent review of Passport Office functions, policies, procedures, actual practices, organizational structure, staffing, business processes, ICT systems and infrastructure, to be reflected in a prioritized, sequenced and costed passport Office Modernization Strategy and Action Plan with milestones, so as to improve client access, PO transparency and efficiency and to reduce corruption in the issuance and renewal of passports.

## **SCOPE OF WORK**

6. In line with the above objective, the Passport office seeks to:

- Conduct Independent Review of the office functions, organizational structure, staffing, business processes, ICT infrastructure, procedures and policies.
- Identify bottlenecks in the passport acquisition process and measures to eradicate these.
- Develop a robust Modernization Strategy with Action Plans, Milestones, and Benefits Realization Framework.
- Review maintenance and replacement of equipment schedules and recommend appropriate action.
- Benchmarks against well-performing public sectors.
- Make recommendations for developing and implementing common standards and processes, real-time data analytics; and mechanisms for identifying and addressing cross-cutting issues.
- Develop and Roll-out a program or programs to train Passport Office employees.

7. The Independent Review will consider the capability, culture and operating model of the Ghana Passport Office vis-à-vis the goals of the PSRRP and the Ghana Public Sector; and make practical recommendations to ensure the Passport Office is ready to best serve the public.

## **Conducting the Review**

8. Within the framework of the project, the review is expected to be conducted at the head office of the passport office as well as to be agreed passport application centres aimed at:

- Driving innovation and productivity in its service delivery;
- Improving citizens' experience of the passport office and delivering fair outcomes for them; and

- Acquiring and maintaining the necessary skills and expertise to fulfil its responsibilities.

9. In examining these issues, the review should consider the suitability of the current Passport Office architecture and governing legislation. It will also consider how the Passport Office monitors and measures performance, and how it ensures the transparent and most effective use of taxpayers' money in delivering outcomes.

10. Recommendations will include implementation and change management strategies.

## **WORK PLAN AND TIME SCHEDULE**

11. The assignment should be completed within a maximum of [16] weeks from the date of contract signing.

## **DELIVERABLES**

- a) An Inception report, within a week of signing the contract, signed off by PO explaining the scope of work, field visit plans, methodology to be followed, results to be achieved and format of the report (which should include a main text, an executive summary of not more than 5 pages and annexes for additional/background information);
- b) A draft **Independent Review** submitted to the PO within 6 weeks of signing the contract, along with a **presentation of the Draft Review** to PO Senior Management and MFARI;
- c) A costed and sequenced Action Plan - with assistance from DVLA and other experts - to introduce 2-3 layers of service (with higher fees for faster service) using DVLA as an example, including TORs/tech specs for system enhancements and staff training requirements; and
- d) Final Independent Review, Modernization Strategy and Action Plan inclusive of (b) and (c), as well as lessons learnt, submitted to the PO and MFARI

## **CONSULTANT SKILLS AND QUALIFICATIONS**

- The consultant will field a multi-disciplinary team comprising a Team Lead (possessing a Master's degree or equivalent in economics, Business Administration or relevant discipline) and team members (to include consultants with experience conducting comparable independent reviews);
- The consultant should be able to demonstrate a minimum of five years' relevant experience working with public sector organizations in a public sector context;
- The consultant should possess demonstrated expertise in and knowledge of/familiarity with immigration/migration issues;
- The consultant should be proficient in written and spoken English; and

- Familiarity with the operations of the Ghana Passport Office.

## ANNEX

### Project Objective and Description

#### Description of Project

The objective of the project is to improve efficiency and accountability in the delivery of selected services by Selected Entities.

#### PDO Level Indicators

Progress towards the PDO of the project will be measured by the following indicators:

*i. To improve the efficiency of Selected Entities in delivery of selected services:*

PDO Indicator 1: Service users provided selected services within the prescribed time limits published in Client Service Charters (CSC)/Client Service Standards (CSS) updated under Public Sector Reform for Results Project (PSRRP).

PDO Indicator 2: Time to deliver selected services by Selected Entities, illustrated by, for example, time taken to register a vehicle.

*ii. To improve the accountability of Selected Entities in delivery of selected services*

PDO Indicator 3: Annual conduct of Citizen Assessment Survey (Listen to Ghana) and publication of results.

PDO Indicator 4: Selected Entities that publish data semi-annually on number of complaints received, resolved and pending.

The project has four (4) components whose activities will enable achievement of project objectives.

#### Component 1 - Strengthening Organizational Performance

This component will provide support to the OHCS and PSC to strengthen their capacity and organizational management and those of Selected Entities and other institutions under their oversight. It will also strengthen the capacity of CHRAJ's grievance redress and complaints handling of fairness in the delivery of administrative services.

#### Component 2 – Improving Efficiency, Accountability and Citizen Engagement in the Delivery of Selected Services

This component will assist the SEs to improve their efficiency and accountability in the delivery of Selected Services: DVLA, MoT, BDR, MLGRD, EPA, MESTI, PO, MFARI, GIS, MoI. It will also support NITA to provide ICT core services, other relevant ICT service and related technical support and training to the SEs. Furthermore, the component seeks to support NITA to implement Service Level Agreements (SLAs) with each SE to provide the specified services according to mutually agreed standards.

This component would also support the implementation of Government's NPSRS (2018-2023) relating to improving efficiency, accountability and citizen engagement in the delivery of services by SEs except for OHCS, PSC and CHRAJ.

### **Component 3 – Monitoring and Evaluation**

1. Strengthening the capacity of the Ministry of Monitoring and Evaluation (MoME), MDAs and MMDAs through inter alia:
  - a) Preparing and implementing M&E policy and performance measurement; and monitoring implementation of the GRF for priority programmes;
  - b) Developing and monitoring real-time performance for MDAs and MMDAs; and
  - c) Strengthening M&E capacity.
2. Carrying out activities for enabling stakeholders to interact with citizens and civil society, conducting annual citizen assessment surveys and publishing the results.

### **Component 4 – Project Management, Coordination and Public Reporting**

Carrying out activities to strengthen the Government's capacity for the project management and coordination including monitoring and evaluation, fiduciary aspects, recruitment of the Independent Verification Agent (IVA) to verify the attainment of the Disbursement Linked Indicators (DLIs), carrying out public outreach on the Project and the NPSRS, generating feedback from citizens and firms on the Selected Services; and instituting a Project-level grievance redress and complaints handling mechanism.