REPUBLIC OF MOZAMBIQUE

Ministry of State Administration and Public Service

Mozambique National Urban Development and Decentralisation Project

Project Management Unit

TENDER REF. MZ-MAEF-537565-CS-QCBS

TERMS OF REFERENCE

Development of a Digitized Integrated Data Platform for Administrative, Territorial, Municipal, and Financial Strengthening

ÍNDICE

Acronyms

ANAMM	National Association of Mozambican Municipalities
API	Application Programming Interface
ARCGIS	Geographic Information System Software
Autarquia	Municipal Council
BPM	Business Process Management
BPMN	Business Process Model and Notation
CMS	Content Management System
ENGINE	Automated Workflow Engine
E-SISTAFE	Local Government Financial Management System
ETL	Extract, Transform and Load
Interface	User Input Interface within a Software Application
MAEFP	Ministry of State Administration and Public Service
MF	Ministry of Finance
MPD	Ministry of Planning and Development
Process	Set of Tasks within a Workflow
TA	Administrative Court
Workflow	Process Execution Flow

1. INTRODUCTION

The Government of Mozambique, with financial and technical support from the World Bank, is implementing the Urban and Local Development Project (PDUL). The project spans five years (2020–2025), preceded by a one-year preparatory phase. Overall coordination is led by the Ministry of State Administration and Public Service (MAEFP), in collaboration with the Ministry of Economy and Finance (MEF), the Ministry of Land and Environment (MITA), and the Ministry of Public Works, Housing and Water Resources (MOPHRH).

The Project Development Objective (PDO) is: "To strengthen institutional development and enhance infrastructure and basic service delivery at the local government level."

The project is structured around four mutually reinforcing components:
1. Urban infrastructure and service delivery
2. Decentralization policy reforms and institutional strengthening
3. Project management
4. Emergency response contingency

Component 2 is subdivided into two strategic subcomponents:
1. Support to decentralization reforms and leadership
2. Institutional strengthening of local government entities, aimed at improving resource management, performance, and accountability mechanisms.

This component provides support not only to MAEFP and MF but also to the Administrative Court (TA) and the National Association of Mozambican Municipalities (ANAMM).

2. OBJECTIVES OF THE CONSULTANCY

The main objective of this consultancy is to implement a digitized integrated data platform to improve administrative, territorial, and financial management between the Ministry of State Administration and Public Service (MAEFP), the Ministry of Finance (MF), and the Ministry of Planning and Development (MPD), encompassing processes prioritized by the Organic Units involved in the project. The implementation must be structured to ensure alignment with the Conceptual Model of the Digitized Integrated Data Platform.

2.1. General Objectives

The solution must adhere to the following principles:

a) Mature and widely adopted technology, with strong community and institutional support;
b) Robust content management capabilities, suitable for complex government use cases;
c) Preferably built on open-source technologies to enhance sustainability and reduce long-term operational costs;
d) Flexible and customizable user interface, capable of supporting government service delivery needs; and
e) Ready-made modules: A large library of extensions available to meet government needs and the requirements of Law No. 34/2014.

2.2. Specific Objetives

The consultancy shall:
a) Develop and implement a CMS-based government document management portal, tailored to the government workflows and administrative processes;
b) Develop and deploy a comprehensive BPM platform that enables the Government to design, implement, automate, monitor, and optimize administrative and public complex service delivery processes;
c) Digitize administrative and territorial priority processes across MAEFP, MF, and MPD;
d) Ensure interoperability with existing government information systems, where applicable;
e) Train technical teams and end-users to guarantee sustainable use and maintenance of the platform; and
f) Establish monitoring and evaluation mechanisms to track platform performance and institutional outcomes.

3.   SCOPE OF SERVICES

It is intended to create a flexible and interactive platform for process management and data storage, in order to facilitate the handling and circulation of various documents among the organic units.

Notwithstanding the requirements already identified, the consultant must carry out a thorough assessment of the functional requirements in accordance with the TO-BE of the optimized processes, so as to ensure alignment between the processes and the systems to be implemented.

The consultant must design, develop, and implement a solution with the following components:

a) AS-IS Assessment, identifying flows, actors involved, gaps and opportunities for improvement;
b) Implementation of the processes on the portal: Ensure that the processes on the municipal transparency portal comply with the provisions of Law No. 34/2014 and that all legal requirements are duly observed and safeguarded;
c) Governance in implementation: Interact with CEDIMO (Center for the Development of Financial Information Systems) in defining standards, workflows, and platform management, including the definition of technological standards, system integration, data security, and data protection;
d) Survey of functional and legal requirements: Conduct a thorough assessment of the functional and non-functional needs and requirements in close collaboration with CEDIMO, in accordance with Law No. 34/2014, and with all stakeholders involved in the processes under the PDUL;

e) Improvement of Business Processes: Ensure the improvement of government processes in compliance with the BPMN 2.0 notation and the applicable legal framework (e.g., administrative procedures);

f) Process Automation: Implement automated workflows through a centralized process monitoring engine that manages the full lifecycle of each process (initiation → validation → approval → archiving);

g) Business Rules Management: Define and embed business rules that trigger automated actions, system decisions, and user notifications.

h) Web Portal: Create interface for end users (public officials and citizens), and a back office for management/administration of the portal;

i) Document Management: Ensure, for document management with government metadata, document flow between different stakeholders. Document management must comply with the criteria of the ISO 15489 standard, which establishes principles and guidelines for creating, capturing and managing records (documents) in an authentic and reliable way, and in parallel with ISO 9001 on (Quality Management);

j) Compliance and Accessibility: Ensure compliance with applicable security, data protection, and accessibility standards, as well as with Law No. 34/2014.

k) UI/UX Design: Design user interfaces and digital services following modern government design standards.

l) Dashboards and Analytics: Provide an analytics module with dashboards, KPIs, performance monitoring tools, and compliance insights;

m) Security and data protection: The solution shall align with widely recognized frameworks and standards, including but not limited to ISO/IEC 27001 (information security management), ISO/IEC 27701 (privacy information management), the NIST Cybersecurity Framework, and OWASP secure development practices. Where relevant, the consultant shall also take into account the data protection principles established by the EU General Data Protection Regulation (GDPR, Regulation (EU) 2016/679) as an internationally recognized reference framework, particularly with respect to data minimization, purpose limitation, storage limitation, and accountability. The system shall incorporate principles of privacy and data protection by design and by default, ensuring appropriate mechanisms for role-based access control, audit logging, credential protection, and security monitoring across all platform components and integration points

n) Compliance with the national data protection regulations: the solutions shall align with the national regulations on personal data protection as set out in Decree Nr. 35/2016 of 31 December and Resolution Nr. 69/2021 - Cybersecurity policy and its implementation strategy, and other similar legislation that should come into force during the contract implementation.

4. PROCESS IMPROVEMENT (TO-BE)

The consultant shall optimize and redesign processes across the relevant government institutions, for the 11 processes prioritised by the Government, with the focus on the following areas:

a) Service Delivery Processes;
b) Administrative–Territorial Management;.
c) Internal Administrative Processes
d) Specific Processes
e) Intergovernmental Processes

f)   Monitoring, Analytics, and Compliance Processes
g)   Document (and Records) Management
h)   Collection, validation, and publication of data and information from Local Authorities
i)   Electronic Accountability Process

5.   AS-IS Processes

Below is a structured summary of the existing processes (AS-IS) as described in the original document.

Department	Processes	Key Actors
DNDA	✓ Ratification of Urban Structure Plans ✓ Ratification of Municipal Company Creation ✓ Ratification of Municipal Plan and Budget ✓ Ratification of Municipal By-laws ✓ Approval of Municipal Assembly Rules of Procedure ✓ Submission of Reports and Minutes ✓ Ratification of Staffing Frameworks ✓ Secretariat and Correspondence Management	✓ Municipalities ✓ MAEFP ✓ DNDA ✓ MF
DNAL	✓ Ratification and publication of plans and budgets of Provincial Decentralized Governance Bodies (OGDP) ✓ Collection of statistical information on Local State Bodies, Decentralized Governance Bodies and Institutions of Community ✓ Capacity-building (Training)	✓ District Authorities ✓ DNAL ✓ MF ✓ IFAP ✓ Office of the President ✓ Department for Decentralized Administration Support ✓ Provincial Authorities
DNOT	✓ Delimitation of Territorial Units ✓ Boundary Review ✓ Classification of Villages and Cities ✓ Addressing System Implementation	✓ Municipalities ✓ DNOT ✓ District Authorities ✓ National Assembly ✓ Provincial Assembly ✓ Municipal Assembly
INGEMO	✓ Research and Dissemination of Geographic Names	✓ INGEMO

	✓Approval of Geographic Names ✓Geographic Name Searches ✓Capacity-building (Training)	✓Council of Ministers ✓Municipalities
DNMA	✓Preparation of Annual State of the Nation (PSOE) Reports ✓Preparation of Government Five-Year Plan (PQG) Reports ✓ Preparation of other OGDP Reports	✓DNMA ✓MAEFP ✓Municipalities
DNPE	✓Authorization for Asset Disposal ✓Capacity-building (Training)	✓Organizational Units ✓MAEFP ✓MF ✓Municipalities

6.   EXPECTED RESULTS AND DELIVERABLES

The consultancy is expected to deliver a fully operational, integrated digital platform accompanied by detailed documentation, capacity-building activities, and long-term sustainability measures. Deliverables include:

a) Detailed Implementation Plan with schedule and methodology used, including:
   i. Project team structure
   ii. Governance framework
   iii. Detailed requirements analysis aligned with the best practices established by CEDIMO and with Law No. 34/2014 and regulation approved by Decree Nr. 35/2016 of 31 December and Resolution Nr. 69/2021
   iv. Process and architecture design
   v. Process optimization documentation
   vi. Software acceptance testing reports;
   vii. Technical and end-user training plans
   viii. Data migration plan
   ix. Platform expansion roadmap

b) Implemented BPM Platform
   A fully functional platform consisting of:
   i. Process design environment
   ii. Workflow engine
   iii. Web portal
   iv. Application designer
   v. Integration components

c) Digitized Critical Processes

End-to-end digitalization of government priority processes, includes:
i. Geographic Names Management
ii. Territorial Management
iii. Local Governance
iv. Community Management
v. Citizen Service Delivery
vi. Management accountability process;
vii. Municipal Licensing Processes
viii. Intergovernmental Coordination
ix. Monitoring, Analytics, and Compliance
x. Collection, validation, and publication of data and information from Local Authorities
xi. Electronic Accountability Process

d) Territorial Administrative Management Module
i. Fully operational document management module
ii. Training materials and complete documentation
iii. Governance structures for platform management
   − Development standards
   − Change management processes
   − Platform environment management
   − Data management procedures

e) Results measurement system implemented
f) Training for Technicians and Users, including delivery of keys and Manuals (technical and user) and ensuring a local knowledge base post implementation; and
g) Sustainability Plan, a structured strategy ensuring the platform's long-term evolution, adoption, and maintenance.

7.   QUALIFICATIONS OF THE CONSULTING TEAM

The consulting team must include, at minimum, the following profiles with the qualifications listed below:

a) Lead Specialist – Project Manager (1)
i. Master's degree in IT Management, Software Engineering, Information Systems, Business Administration, Public Administration, or a related field combining IT and organisational management.
ii. At least 10 years of experience in IT project management
iii. PMP or equivalent project management certification is desirable;
iv. Demonstrated experience managing comparable digitization or BPM projects will be considered as an alternative
v. Experience implementing BPM systems within government institutions
vi. Experience with projects financed by multilateral organizations
vii. Fluency in Portuguese

b) BPM Specialist (2 Positions / CVs)
i. Bachelor's degree in computer science or related field
ii. Minimum of 7 years of experience in BPMN 2.0 process modelling

        iii. Certification in BPM platforms
        iv. Experience implementing workflow systems in public institutions
        v. Fluency in English and good knowledge of Portuguese

c) IT Infrastructure Specialist (1)
        i. Degree in Network Engineering or related discipline
        ii. Minimum of 7 years of experience designing and implementing data center
        iii. Demonstrated experience in designing and implementing IT infrastructure in accordance with internationally recognized information security and data protection standards, including practical application of frameworks such as ISO/IEC 27001, ISO/IEC 27701, NIST, or OWASP;
        iv. Experience with privacy-by-design principles, access control architecture, encryption standards, and audit trail design is required
        v. Familiarity with GDPR-aligned data protection practices is desirable.
        vi. Specific networking or infrastructure certifications (such as CCNA, MCSE, or equivalent) may be considered as an advantage
        vii. Experience implementing high-availability solutions
        viii. Fluency in English and good knowledge of Portuguese

d) Software Development Specialist (2 Positions / CVs)
        i. Bachelor's degree in computer science or related field
        ii. At least 5 years of experience developing web applications
        iii. Experience integrating systems via API and ETL
        iv. Knowledge of document management systems
        v. Fluency in English and good knowledge of Portuguese

e) Training Specialist (1)
        i. Degree in Education, IT, or related field
        ii. Minimum of 5 years of experience delivering technical training
        iii. Experience designing training programs for government systems
        iv. Fluency in Portuguese

8. Project Schedule

The consultancy shall follow the schedule below. **Duration is counted in months:**

MILESTONE	TASKS	PRIORITY	DURATION (Months)
Planning & Design	• Detailed requirements gathering; • Architecture design; • Implementation plan	High	1
Application Development	• Interface development; • System integrations; • Functional testing	High	3

Capacity Building & Deployment	• User training. • Data migration; • Production deployment	Medium	1
Assisted Operation & Closure Project	• Operational support. • Final adjustments; • Knowledge transfer; • Documentation	Medium	1

9.   LOCATION OF WORK

The consultancy will be carried out primarily in Maputo, Mozambique, with possible field missions to selected municipalities as required. The consultant will work in close coordination with technical teams from MAEFP, MF, and MPD to ensure effective implementation and knowledge transfer.

10.   SUPERVISION AND REPORTING

The consultant will report to a Joint Reference Group established by MAEFP, MF, and MPD. This group will oversee progress, validate deliverables, and ensure alignment with institutional priorities and project objectives.

11.   REQUIRED REPORTS AND DELIVERABLES

The consultant must submit the following reports in accordance with the agreed schedule:
   a) Inception Report — due within one month after the Kick-off Meeting, must include:
      i.   Detailed work plan
      ii. AS-IS process diagnostic report
      iii. Methodology to be applied
      iv. Risk mitigation plan for platform implementation
      v.   Activity schedule

   b) Monthly Progress Reports must document:
    i. Activities completed
    ii. Results achieved
    iii. Identified challenges
    iv. Planning for the upcoming period

   c) Final Report must include:
    i. Results
    ii. Lessons learned
    iii. Recommendations for sustainability and future improvements

12. PROPOSAL EVALUATION CRITERIA

Proposals will be evaluated using a combined approach, with a total score based on **Technical (85%)** and **Financial (15%)** components

    A. Technical Proposal (85%)

    a) Company Qualifications & Experience — 20 points
- i. Experience implementing government BPM systems
- ii. Experience in Mozambique or other developing countries
- iii. Technical and financial capacity

    b) Technical Approach & Methodology — 35 points
- i. Understanding of project objectives
- ii. Relevance and adequacy of the proposed methodology
- iii. Innovation and added value

    c) Qualification of Key Personnel — 30 points
- i. Academic qualifications
- ii. Relevant experience
- iii. Demonstrated capacity in similar projects

    d) Knowledge Transfer Plan — 15 points
- i. Capacity-building strategy
- ii. Methodology for knowledge transfer
- iii. Sustainability measures for the solution

    B. Financial Proposal (15%)

    The financial proposal will be weighted by 15% for the final score

    C. Final Score

    Final Score = 85% Technical + 15% Financial

13. PAYMENT MODALITY

Payments will be released upon approval of key deliverables, according to the following schedule:
- **10%** — Upon approval of the Inception Report
- **15%** — After completion of IT infrastructure installation
- **20%** — After deployment of the base BPM platform
- **30%** — After development and testing of the main processes
- **15%** — Upon completion of training activities
- **10%** — Upon acceptance of the final report and full solution handover

14.   CONFIDENTIALITY AND INTELLECTUAL PROPERTY

All data, documents, and outputs produced under this consultancy will remain the exclusive property of the Government of Mozambique.

The consultant shall sign a Non-Disclosure Agreement (NDA) to ensure confidentiality and protect sensitive information.

Reference Documents

The following supporting documents are available for consultation. They contain preparatory analyses and materials relevant for the consultancy's sensibility about the project.

- **Document 1:** AS-IS Processes (electronic files)
- **Document 2:** Functional and Non-Functional Requirements
- **Document 3:** BPM & ECM Process Assessment Report

Document 1: AS IS Processes (electronic files

Name	Date modified	Type
Mapeamento DNMA	1/26/2026 6:27 AM	SVG Document
Mapeamento do DNAL	1/26/2026 6:27 AM	SVG Document
Mapeamento do DNDA	1/26/2026 6:27 AM	SVG Document
Mapeamento do DNOT	1/26/2026 6:27 AM	SVG Document
Mapeamento do DNPE	1/26/2026 6:27 AM	SVG Document
Mapeamento do INGEMO	1/26/2026 6:27 AM	SVG Document

Document 2: Functional and Non Functional Requirements

Functional Requirements

a)   Create a web portal that allows:

    i.   User authentication;
   ii.   Definition of access levels and profiles (read, write, admin);
  iii.   Uploading information through specific forms (matrix of each stakeholder);
  iv.   Uploading files in different formats (PDF, EXCEL);
   v.   Version control and change auditing;
  vi.   Document search through search filters;
 vii.   Searching and viewing uploaded information;
viii.   An approval workflow at the level of each organizational unit (maker-checker);
  ix.   Graphical interface for queries and report extraction;

b)   Create a backoffice (admin portal) that allows:

    i.   Authenticating users with admin profile;
   ii.   Assigning access permissions and defining user profile levels;
  iii.   Adding database query statements;
  iv.   User maintenance (password reset, deletion, etc.);
   v.   Portal management (logo changes, etc.);

c)   The system must allow process integration using the BPMN 2.0 standard with defined SLAs;
d)   The system must allow integration with other existing systems;
e)   The system must provide a public portal for access to legislation and public policies;
f)   The system must allow access to georeferenced urban expansion maps;
g)   The system must publish projects and international cooperation initiatives.

Non-Functional Requirements

a)   Availability and Reliability (High Availability)
b)   The system must implement role-based access control (RBAC)
c)   The system must encrypt sensitive data at rest and in transit
d)   The system must maintain audit logs of all user actions
e)   The system must implement multi-factor authentication for administrative users
f)   Performance and Scalability
g)   Usability and Accessibility
h)   The system must be accessible from all web browsers
i)   The system must have responsive interfaces adaptable to mobile devices
j)   The system must allow updates without service interruption (zero downtime)

Document 3: BPM & ECM Process Assessment Report

REPÚBLICA DE MOÇAMBIQUE
MINISTÉRIO DA ADMINISTRAÇÃO ESTATAL E FUNÇÃO PÚBLICA
PROJECTO DE DESENVOLVIMENTO URBANO E LOCAL
(PDUL)

Definição de processos e conteúdos críticos dos Ministérios de Administração Estatal e Função Pública (MAEFP), das Finanças (MF) e da Planificação e Desenvolvimento (MPD)

Miguel Langa

04 Fevereiro 2026