



**REPUBLIC OF MOZAMBIQUE
MINISTRY OF STATE ADMINISTRATION AND PUBLIC SERVANT
MOZAMBIQUE URBAN DEVELOPMENT AND DECENTRALIZATION PROJECT**

**PROJECT MANAGEMENT UNIT - PMU
Project ID N.º P163989 – Grant N.º IDA-D6490**

**REQUEST OF EXPRESSION OF INTEREST – FIRMS
SELECTION**

Reference N.º – MZ-MAEF-247950-CS-QCBS-APA

**CONSULTANT SERVICES FOR ANNUAL PERFORMANCE
ASSESSMENT CONSULTANT**

1. The Government of Mozambique, represented by the Ministry of State Administration and Public Servant (MAEFP) has applied for financing from the World Bank, toward the cost of the Mozambique Urban Development and Decentralization Project and intends to apply part of the proceeds for procurement audit consulting services. The 22 municipalities beneficiary of the Project are in the following Mozambican provinces: Niassa, Zambézia, Sofala and Gaza.
2. The objective of the assignment is to provide highly professional, objective and credible assessment results of municipalities performance. The assessment will be conducted on a number of indicators (minimum conditions – MC's and performance indicators – PI's) that will be identified and communicated to municipalities in advance of the assessment. The Performance Grant Manual (that can be accessed on www.pdul.gov.mz in Portuguese version) provides a full overview of the conditions and indicators. The results of the MCs and PIs will be used to identify municipalities, which can get access to the grants and the size of these grants. Assessment of the performance indicators will also be applied to identify institutional development gaps and provide lessons learned on areas in needs of attention and support.

3. The detailed Terms of Reference (TOR) for the assignment can be found at the following website: <https://www.pdul.gov.mz/Anuncios/Concursos> or should be requested by E-mail at the address given below.
4. The MAEFP – PDUL/PMU now invites eligible consulting firms (“Consultants”) to indicate their interest in providing the Services. Interested Consultants should provide information demonstrating that they have the required qualifications and relevant experience to perform the Services. The shortlisting criteria are: *(i) General Eexperience in Assessment of Public and Private Institutions and (ii) Specific Experience in Performance Assessment. Key Experts will not be evaluated at the shortlisting stage.*
5. The attention of interested Consultants is drawn to Section III, paragraphs, 3.14, 3.16, and 3.17 of the World Bank’s “Procurement Regulations for IPF Borrowers” July 2016, revised November 2017 and August 2018, setting forth the World Bank’s policy on conflict of interest.
6. Consultants may associate with other firms to enhance their qualifications, in the form of a consortium or a sub consultancy but should indicate clearly whether the association is in the form of a joint venture and or sub consultancy. In the case of a joint venture, all the partners in the joint venture shall be jointly and severally liable for the entire contract, if selected. However, the experience of the sub-consultant will not be considered in the evaluation for the short list.
7. A Consultant will be selected in accordance with the Quality and Cost Based Selection (QCBS) method set out in the World Bank Procurement Regulations.
8. Further information can be obtained at the address below during office hours **09H00am to 03H00pm** Mozambique Time. The ToR and other relevant project documents can be found at <https://www.pdul.gov.mz>.
9. Expressions of interest in English must be delivered in a written form to the address below (in person, or by mail or by e-mail) by **September 17th, 2021, at 3:00 p.m.**

Ministry of State Administration and Public Servant
Mozambique National Urban Development and Decentralization
Project Management Unit – Procurement
COWORKLAB–02Office
Rua 1301, no 61, Sommerschield, Maputo
<https://coworklab.net/cowork/cowork-lab-2/?lang=en>
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REPUBLIC OF MOZAMBIQUE

MINISTRY OF STATE ADMINISTRATION AND PUBLIC SERVICE
PROJECT MANAGEMENT UNIT - UGP

URBAN AND LOCAL DEVELOPMENT PROJECT
(PDUL)

MZ-MAEF-247950-CS-QCBS-APA

Terms of Reference

Terms of Reference for the Annual Performance Assessment Consultant

Performance Grant for years 2022 and 2023

1	Definitions and concepts applied in the ToR.....	4
2	Background.....	4
3	Objectives of the Assignment	5
4	Scope of Work	5
5	Input and Degree of Expertise and Experiences	8
6	Input in terms of man-days	9
7	Other inputs.....	10
8	Proposed Payment Schedule	10
9	Deliverables & Timing	10
10	Contract Management and Quality Control	10
11	Consultative Workshops and Meetings.....	11
12	Implementation Arrangements	12

1. Definitions and concepts applied in the ToR

- Annual Performance Assessment (APA): is the annual assessment of the performance of the municipalities targeted by the PDUL. The second APA, which will be covered by this TOR, should start on July 15, and should be completed no later than November 15, for each annual year.
- The Client: MAEFP / PIU (Ministry of State Administration and Public Servant / Project Implementation Unit)
- The Consultant: The consultant firm to be contracted to conduct the Annual Performance Assessment
- Contract duration: Estimated 24 months total for 2 years, being the level of effort of 5 months for each year, from July 15 to November 15 for each year.
- *Projecto de Desenvolvimento Urbano Local* (PDUL) - is a Project implemented by the GoM, supported by the World Bank
- Municipalities (M) – municipalities targeted by the Project
- TA / IGF – Administrative Tribunal / Finance General Inspection

2. Background

The Government of Mozambique has received financing resources to implement the Urban and Local Development Project (PDUL) that was designed with the aim of strengthening institutional performance and providing basic infrastructures and services to participating local entities. The Project effectiveness date 08 October, 2020 with the expected closing date 31 December, 2025.

The total value of the Project is US \$ 117 million, of which US \$ 52 million is allocated to grants based on municipal performance, hereinafter referred to as “SDM’s”. These grants will finance resources to eligible municipalities with additional funding to improve the performance of their functions. The SDM’s complement the system of transfers from the Government of Mozambique (GoM) to the municipalities, namely grants for general purposes (called Autonomous Compensation Funds - FCA) and capital grants (called Local Initiative Investment Funds - FIIL).

The global implementation of the Project is coordinated by the Ministry of State Administration and Public Service (MAEFP), which has the mandate to support municipalities and decentralization policy reforms. The Project is implemented in close collaboration with the key Ministries with specific mandates relevant to the objectives of the Project, namely the Ministry of Economy and Finance (MEF), Ministry of Land and Environment (MTA), the Ministry of Public Works, Housing and Water Resources (MOPHRH).

These grants will provide predominantly resources for municipalities to plan, design, execute, operate and maintain basic infrastructure and services (priority investments in infrastructure that have been identified and reflected in their participatory municipal investment plans).

To support this, the GoM seeks to engage a highly professional for 2 years from 2022 to 2023 to conduct APA for the 22 municipalities of the following Provinces: Niassa (5); Zambézia (6); Sofala (5) and Gaza (6) according to the following table:

Prov. Niassa	Prov. Zambézia	Prov. Sofala	Prov. Gaza
1. Lichinga	1. Quelimane	1. Dondo	1. Chibuto
2. Cuamba	2. Mocuba	2. Gorongosa	2. Chokwé
3. Mandimba	3. Milange	3. Marromeu	3. Macia
4. Marrupa	4. Maganja da Costa	4. Nhamatanda	4. Mandlakaze
5. Metangula	5. Gurué	5. Beira	5. Praia do Bilene
	6. Alto Molócué		6. Xai-Xai

The APA, covered by this TOR, is expected to start on July 15, with the mobilization of the Consultant expected by end of July 30 for each year.

This assessment will primarily focus on performance relating to the years of 2022 and 2023, however in the case of some performance measures the consultant will review performance as at the point of time of the last assessment. The quality of the assessment results is pertinent as they will impact on the Performance Grant allocations in the next performance assessment for municipalities.

The assessment conducted by the consulting company will undergo a strong external Quality Assurance (QA) under the management of the MAEFP/ PIU. This Quality Assurance will also ensure that the results are highly professional, neutral and with a high level of integrity. The consultant will be required to review and address issues raised by this QA function throughout the duration of the work.

This TOR will undergo a final update upon finalization of the PGM.

3. Objectives of the Assignment

The objective of the assignment is to provide highly professional, objective and credible assessment results of municipalities performance. The assessment will be conducted on a number of indicators (minimum conditions – MC's and performance indicators – PI's) that will be identified and communicated to municipalities in advance of the assessment.

The Performance Grant Manual provides a full overview of the conditions and indicators. The results of the MCs and PIs will be used to identify municipalities, which can get access to the grants and the size of these grants. Assessment of the performance indicators will also be applied to identify institutional development gaps and provide lessons learned on areas in needs of attention and support.

4. Scope of Work

The consulting company will be contracted to perform the full annual performance assessment for years of 2022 and 2023, expected to start in July 15, for each year.

The performance assessment will cover the Municipalities' compliance with a set of minimum access conditions (MC's) for access to grants and a set of defined performance indicators (PI's), which are outlined in the Performance Grant Manual (PGM).

The MC and PIs will impact the allocation of funds to the Municipalities in the third and fourth cycles.

The selected consultant will follow the PGM, in terms of both procedures and content, including use of indicators, reporting formats, scoring, etc. The experience of the first and second APA should be considered as several indicators and scoring have been adjusted. The Consultant is expected to participate in a 2 to 3 day workshop with the Project Implementation Unit (PIU) to discuss possible revisions to the formulation of APA indicators, scoring mechanisms, evidences to be collected, based on the experience of the APA 1 and APA 2.

The Consultant is expected to provide a comparison analysis of APA 2 with APA 3 (which provided baseline data). The results of APA 3 will inform gaps to be targeted in the institutional development support to be provided.

The APA should involve minimal "judgment" on the part of the consultant, and the results will be based on clear professional, objective review of facts compared with the stated benchmarks and requirements. It should as far as possible, be "evidence" based – i.e., performance achieved is assessed on the basis of identifiable (documentary) evidence. The Consultant should be able to provide evidence that conclusively and indisputably supports the assessment results.

The consultant will be required to strictly adhere to the work plan agreed with the Client in initial phase of the work. This is important because the APA is an input to the process of deciding on allocation of funds, which has a fixed time-plan.

A detailed work-plan will be developed in collaboration between the consultant and the client in the end of the training/internalization session in June of each year, detailing: dates of field visit, dates for introductory briefing and presentation of the performance assessment to Municipalities representatives, date for delivery of draft APA reports and final APA reports. The consultant will also be ready throughout the assignment to clarify issues and comments from the QA function under the MAEFP/PIU as well as to provide additional information in areas where scoring may be less clear or missing.

In terms of the actual execution of the APA, the contracted consultant will collect data at each of the 22 Municipalities to be assessed.

To collect information, the Assessment Teams (composed of minimum 2 qualified experts) will stay 2 days in each Municipality (field-visit). The team will have 2 additional days for reporting and travel between Municipalities. Therefore, the consultant should plan that the Assessment Teams will use on average of 4 days, per consultant, per Municipality.

The PGM will include a list of documents that the Municipality will be expected to present to the Assessment Teams for purposes of the APA. These will be used as evidence for scoring purposes and included in the assessment reports to justify scoring.

At the end of the assessment in each Municipality, the consultant will debrief the executive level on the preliminary findings and issues derived from the assessment (Note: At this stage the consultant should not share the final results with the Municipality).

During the APA, the Assessment Teams will carry out the APA exercise including: meeting relevant Municipality officials; securing documents as evidence of performance achieved; carrying out inspections and investigation through visits to a sample of sub-project sites to verify the authenticity of the performance as necessary, and documenting these through photos and geo-referenced data/coordinates for inclusion in the PDUL monitoring and remote supervision tool/dashboard; requesting and documenting reasons or justification for specific under/over performance; meeting together internally as a team to check/integrate results and coordinate activities; and preparing the draft APA report for the Municipality.

The consultant will produce draft Municipality assessment reports as well as a synthesis report (which is an overview of the performance of all 22 Municipalities, with comparison of their performance and including calculations PG allocations in MZN against the scores and an analysis of changes from the maximum allowable PG allocation).

In the synthesis report, the consultant will also provide the MAEFP/PIU with information to update the relevant Program indicators identified in the Results Matrix of the Project Appraisal Document (PAD), to the extent possible and covered by the APA.

The Quality Assurance function in the MAEFP/PIU will provide comments on the reports submitted through a Quality Assurance Review.

The consultant will respond to the issues raised by Quality Assurance function the MAEFP/PIU, and incorporate these in the **final reports** encompassing the APA assessments and the synthesis report (with an overview of the findings and comparison of performance across the municipalities) following standards and formats in the PGM.

“The consultant will also prepare a dashboard, to be made available online, showing the results of each exercise APA 3 and APA 4, including an analysis of the main changes, trends, and recommendations for improvement, to be integrated in the municipal technical assistance and other institutional development support within PDUL”

The consultant may also be called to meetings with the PIU and the other agencies to explain and present results from the assessment.

The assignment will be carried out from July 15, for each to November 15, for each year (with actual field work between August and September). The preliminary reports are expected to be available on October 15, for each year.

5. Input and Degree of Expertise and Experiences

The assignment will be carried out by a team coordinator, specialists, and supporting staff. The Consultant shall provide a broad range of expertise covering the two main themes of municipal performance grant: Theme 1: Urban Infrastructure and Service Delivery; Theme 2: Municipal Public Finance and Administration. The assignment is estimated to require about 256 man days for each annual APA Assessment.

- Team Coordinator: = 40 days.
- Field Assessment Team: (2) teams X (22) municipalities = 216 days.

The description of the Consultant's Assessment Team, provided below, is indicative. The firms invited to submit proposals should propose their own team structure, composition and staffing levels, based on their own evaluation of the TOR's requirements and assessment and should be considered as support staff, with the resume of their qualification and experience. It is expected that the Assessment Teams is composed of at least 1 team coordinator, 2 experts per municipality, support staff:

- Expert number one: public sector specialist with expertise in governance, HRM, M&E and Planning, Public financial management and revenue mobilization
- Expert number two: urban planner or civil engineer with expertise in municipal infrastructure and services delivery, urban planning and land management
- An overall coordinator for the assignment should be identified with proven track record on project management and task team coordinator.

The firm shall indicate clearly in the proposal who will be considered as Expert 1, Expert 2, and Team Coordinator. The team below shall be considered as a key staff.

Position	Educational Requirements	Experience required
Expert 1: public sector specialist with expertise in governance, HRM, M&E and Planning, Public financial management and revenue mobilization	A minimum of a Master Degree or Bachelor degree and relevant professional certification / accreditation or similar in Economics, Political Science, Public Administration, PFM, Management or related relevant areas.	A minimum of 10 years of relevant work experience out of which 5 years on issues related to Municipality, expertise in governance, HR, M&E and planning, PFM and revenue mobilization. Fluency in Portuguese language.
Expert 2: urban planner or civil engineer with expertise in municipal infrastructure and services delivery, urban planning and land management	A minimum of Master Degree or Bachelor degree and relevant professional certification / accreditation or similar in engineering, planning or related relevant areas.	A minimum of 10 years of relevant work experience out of which 5 years in subjects related to Municipality, including in planning, engineering and procurement. Fluency in Portuguese language.
Team Coordinator with proven track record on project management and task team coordinator.	A minimum of Master Degree or Bachelor degree and relevant professional certification / accreditation or similar in management, planning or related relevant areas.	A minimum of 15 years of relevant work experience out of which 5 years in subjects related to Municipality, including in management, planning, financial. Fluency in Portuguese language.

The team leader shall have very strong interpersonal, analytic, writing and communication skills. In addition, the team member should have substantial expertise in data collection, application and presentation.

A proposal on the consultant team structure, staff time deployment per municipalities should be included in the Technical Proposal.

6. Input in terms of man-days

It is expected that for the field assessments the teams will use 2 days in each Municipality and use 2 day per Municipality for travel and reporting.

7. Other inputs

In addition to the man-power, the consultant is expected to organize all transport, logistic and operational costs for the assessment.

8. Proposed Payment Schedule

The budget of the consultancy company will be divided in three parts, as follows:

- **Inception Report: 35%** per cent of the Fees Contract Price shall be paid upon submission of satisfactory Inception Report with detailed plan of activities acceptable to the Client. This amount shall be used for mobilization and field visit to the municipalities.
- **Progress Reports:** Reimbursable expenses shall be paid upon submission of the Progress Report with the evidence of the municipalities actually visited and the list of attendances.
- **Draft of the APA Report:** 45% per cent of the Fees Contract Price shall be paid upon submission of very good draft of the APA Report works carried out of all 22 municipalities acceptable to the Client
- **Final Report: 20%** per cent of the Fees Contract Price upon submission of successful Final Report with detailed synthesis of the work carried out, and final calculation of performance and grant allocation in each municipality acceptable to the Client.

9. Deliverables & Timing

Timetable for the assessment process

DATE	PRODUCT
July 15 - 30, each year	Inception report delivered
August – September each year	Field-work by Assessment Teams
October 15, each year	Draft Reports and Presentation
November 15, each year	Final Reports

The Consultant shall deliver complete and editable electronic versions on CDs, Pen Drives or on the Cloud. All reports should be submitted in Portuguese.

10. Contract Management and Quality Control

The Project Implementing Unit (PIU) of the PDUL will be responsible for the overall consultancy contract management. The PIU will be assisted by the PDUL Coordination and specialists and managers of sub components of 1 – infrastructure and basic services and 2 – decentralization policy reforms and institutional strengthening of the PDUL that will have the mandate to review the quality of APA in each thematic and sub-thematic area. The PDUL Steering Committee represented by the Permanent Secretaries of MAEFP, MEF, MOPHRH, and MTA, and representatives from the Mozambique Association of Municipalities (ANAMM) and the World Bank will have the mandate to govern and validate the results of APA.

11. Consultative Workshops and Meetings

There will be 3 main stakeholders' Consultative Workshops with appropriate authorities, stakeholders, and committees called and organised by the consultant who will meet all costs of hosting meetings and workshops. A plan for necessary consultative workshop should be part of the Technical Proposal and detailed further in the Inception Report. The main envisaged workshops are:

1. Kick off Workshop to discuss the Inception Report with the PDUL PIU and PDUL Coordination Group.
2. Workshop to discuss the Draft Reports with the PDUL PIU, Steering Committee, ANAMM, World Bank and all the 22 municipalities.
3. Final Report Workshop to present, discuss and validate with the PDUL Steering Committee.

If needed, the Consultant can propose in-between workshops the necessary meetings with the Client (composed by the National Directors of the 4 Ministries) and some relevant stakeholders, including ANAMM and World Bank.

The Consultant and the PIU shall prepare and agree on the workshop format and the Consultant shall:

- Prepare and distribute workshop papers for use by the participants that includes an executive summary of the key APA results for each of the municipalities, analysis of the change in scores from APA 3 and APA 4.
- Prepare sufficient copies of the workshop papers for each attendee and official copies, in addition to editable electronic copies of all materials (Word documents, Excel spreadsheets, PowerPoint presentations of results, shapefiles of geo-referenced locations of sub-projects visited).
- Workshop materials must be in Portuguese to allow all participants understand and contribute to the project.

At the conclusion of the workshop, the Consultant shall compile and submit the proceedings of the workshop to the PIU for further processing and distribution.

In addition, the Consultant shall propose in its methodology the modalities of the field consultation with local stakeholders

12. Implementation Arrangements

The Client will organize the training/internalization of the Performance Grant Manual of the Assessment Teams members prior to the APA. The Client will also ensure that based on APA 1 all indicators are clearer for objective and realistic data collection. The client will also support the team in organizing the first introductory meetings with the Municipalities through submission of prior notice and accompanying letters. The client will also support the team in getting access to core documents at the central government level such as audit reports, guidelines and regulations etc.

13. Facilities, Equipment and Data Provided by the Consultant

The Consultant shall provide office facilities and all necessary transport and equipment it deems necessary to undertake the assignment. The Consultant shall supply its own computing equipment and basic software.

14. Inputs Provided by the Client

The client will organize the training/internalization of the Performance Grant Manual of the Assessment Teams members prior to the APA. The client will also support the team in organizing the first introductory meetings with the Municipalities through submission of prior notice and accompanying letters.

At the commencement of the assignment Client will make available to the Consultant all data, information, and reports in their possession which are deemed necessary for the assignment. Consultant will also need to get with the support of the Client other reports from relevant institutions.

