



**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 Nr. D6490-MZ**

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

**Reference N.º – MZ-MAEFP- 243066-CS-CQS - FMIS**

**STOCKTAKING OF F.M.I.S AND DESIGN OF MUNICIPAL I.C.T**

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 consulting services.
2. The required consultant services aimed to provide technical support in the presentation and validation of **stocktaking for implementing the municipal Financial Management Information Systems - FMIS**, with a focus on sustainable solutions, with high cost-benefit for the municipalities and easy integration with central level systems, which will compete for a model conceptual operational development of information systems with high standardization and integration, as well as support in the preparation of the Proposal for the **municipal Information and Communication Technologies - ICT governance strategy**. Among others, the consultant shall present the proposed municipal FMIS implementation stocktaking, which look at the following dimensions: FMIS development and implementation, technological infrastructure, connectivity, interoperability coexistence, response to functional and non-functional requirements including the operationalization plan.

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 can 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) Experience in FMIS; (ii) Experience in development of ICT for public sector. **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 Consultant Qualification Selection (CQS) 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/Anuncios/Concursos>
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 17<sup>th</sup>, 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 ECONOMY AND FINANCE

#### TERMS OF REFERENCE

#### **Consultant Services of the Municipal Financial Management Information System (FMIS) stocktaking and design of the municipal ICT governance strategy**

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#### **I. INTRODUCTION**

The Government of Mozambique with the support of the World Bank is implementing the Decentralization and Urban Development Project (PDUL) with a duration of 5 years (2019 - 2024) period preceded by a preparatory phase of 1 year. PDUL is coordinated by the Ministry of State Administration and Public Service (MAEFP). In addition to MAEFP, the Ministry of Economy and Finance (MEF), Ministry of Land and Environment (MTA) and the Ministry of Public Works, Housing and Water Resources (MOPHRH) also participate in the PDUL.

The Project Development Objective (PDO) is: *"Strengthen institutional development and provide better infrastructure and basic services in local entities"*.

The Project has 4 structuring components, namely: (i) Component 1 - Urban infrastructure and service provision (ii) Component 2 - Policy reforms for decentralization and institutional strengthening; (iii) Component 3 - Project Management and; (iv) Component 4 - Emergency Response Contingency.

Component 2: Decentralization Policy Reforms and Institutional Strengthening, with 2 Subcomponents: 2A - Support for Leadership in the Decentralization Reform Process and, 2B - Institutional Strengthening of Local Entities in the Public Sector and Financial Management aims to improve management resources, performance and accountability of municipalities, provinces and districts and improve the main management functions of the public sector at provincial, municipal and district levels. Component 2B in addition to the MEF and MAEFP supports the Administrative Court (TA) and the National Association of Municipalities of Mozambique (ANAMM).

#### **II. BACKGROUND**

Among various activities to improve financial management at the municipal level, the MEF carried out a rapid assessment of independent municipal Financial Management Information Systems (FMIS) under the World Bank-financed Urban and Local Development Project (PDUL) completed in October 2020. The objective of this assessment was to obtain a clear and independent diagnosis of the existing municipal financial management information systems in fifteen selected municipalities.

The approach adopted was to globally assess the needs for municipal financial management instruments and verify existing capacities in terms of Information and Communication Technologies (ICT) infrastructure, human resources and respective academic and technical skills, and financial resources allocated to ICT.

Through a representative sample, it was found that out of the fifteen (15) municipalities targeted by the independent assessment, five (5) did not have an automated system working for the management of public property to date. No municipality has a truly integrated municipal management system, which has all modules coexisting in an integrated or interoperable way.

The revenue management system is the one commonly used in municipalities, of the ten (10) municipalities aided by computer systems, six (6) have the revenue management system in operation, namely: Maputo, Xai-Xai, Quelimane, Mocuba and Lichinga and others have a very weak operation, which need some improvements,

Most of the large-scale investments in ICT's occurred within the framework of structuring projects, however, the capacity to support the systems in the municipalities is low and that municipalities that have some system have silo systems, several systems were implemented, but they were gradually becoming inoperable

The annual budget, less than 1% of the municipal expenditure and investment budget, for ICT does not reflect the importance they have for the digital transformation ensuring greater levels of efficiency and effectiveness of services with the use of ICT. The study also highlights the need to design the municipal strategic plan for information systems based on a vision of municipal ICT.

According to the independent study, the municipalities showed a different level of interest in using the municipal e-SISTAFE for their financial management, provided that it is free, autonomy of financial control is guaranteed, and the configuration of parameters according to the reality and need for each municipality. It should be noted that in the same year, Law no. 14/2020 of 23 December was recently approved, establishing the principles and rules for the organization and functioning of SISTAFE, where in no. 2 of article no. applies to decentralized entities and municipalities.

A detailed reform agenda requires extensive consultations to present and validate stocktaking for FMIS implementation, involving all relevant stakeholders to ensure broad buy-in and participation, which is why these ToR's have been drafted.

As part of the activities of Component 2 of the project is the support in the implementation of the FMIS to the beneficiary municipalities of the project, the PDUL intends to hire a consultant to support the recommendation based on stocktaking for the implementation of the municipal FMIS at the level of municipalities financed by the PDUL.

### **III. GENERAL OBJECTIVES**

The consultant will provide technical support in the presentation and validation of stocktaking for implementing the municipal FMIS, with a focus on sustainable solutions, with high cost-benefit for the municipalities and easy integration with central level systems, which will compete for a model conceptual operational development of information systems with high standardization and integration, as well as support in the preparation of the Proposal for the municipal ICT governance strategy.

### **IV. SPECIFIC OBJECTIVES**

The consultancy is expected to pursue the following specific objectives:

- a) Present a detailed desktop analysis of the rapid assessment report of the financial management information systems, as well as the proposal for the implementation of the municipal e-SISTAFE, and all other relevant information;
- b) Clearly present the proposed municipal FMIS implementation stocktaking, which look at the following dimensions: FMIS development and implementation, technological infrastructure, connectivity, interoperability coexistence, response to functional and non-functional requirements,
- c) Propose an implementation and operationalization plan of the municipal FMIS, the municipal revenue module and other relevant ones so that by the next-to-last year of the project, more than 18 municipalities have operational and sustainable FMIS;

- d) In an extended seminar, present the stocktaking for the implementation of the municipal FMIS to the beneficiaries, namely, municipalities, ANAMM, MAEFP, MEF and international cooperation partners for validation;
- e) Support in the design of the detailed ToR's for contracting services to implement the viable scenario based on the stocktaking for implementing the municipal FMIS;
- f) Support in the design of the municipal ICT governance strategy proposal.

## **V. ACTIVITIES OF THE CONSULTANCY**

The activities of the Consulting, without prejudice to others not listed, are as follows:

- a) Develop a work plan with a detailed methodology; prepare a work plan, with a detailed methodology for the desired consulting services. The consultant to better understand the work and prepare the detailed Work Plan will collect and make an initial assessment of the existing documentation, which includes studies and assessments on the municipal FMIS and relevant legislation, as well as conducting exploratory interviews with key people in the process to better understand the methodology approach to be applied in the implementation of consulting services;
- b) A reference group to monitor the progress of the consultancy activities will be created to ensure greater transparency of the results to be achieved with the consultancy. Preferably, the reference group will be composed of representatives of the following entities: MEF, INTIC, AMPETIC, ANAMM, DNDA, civil society, representative of GIZ, Europe Union (EU), WB;
- c) Conduct a survey and carry out a comparative technical analysis of the stocktaking for implementing the municipal FMIS. It is important in this process to define, for all municipal information systems, the conceptual operational model that defines the level of standardization and systems integration. The phased implementation process must also be clarified;
- d) Validate together with stakeholders, municipalities, ANAMM, MEF, INTIC, AMPETIC, civil society, the viable scenario for implementing the municipal FMIS. The validation process will be carried out in a regional and central workshop to ensure active participation of the stakeholder at the subnational level;
- e) Elaborate the technical grounding, simple and understandable, of the proposed scenario(s), namely viable scenario(s);
- f) Support the design of the ToR's for the implementation of the viable scenario for implementing the municipal FMIS;
- g) Visit to at least three (3) municipalities that implement the municipal e-SISTAFE (Maputo, Boane and Matola), and three municipalities with other systems (Beira, Quelimane, Xai-Xai);
- h) Support the design of the proposed Strategy for the governance of municipal ICTs. It is desired that the development or acquisition of information systems should be based on the municipal Strategic Plan, which contains the future vision for ICTs as well as structuring projects defined for the implementation of the vision;
- i) Develop a proposal for a dissemination plan for the municipal ICT strategy;
- j) Provide assistance, through the preparation of technical notes and opinions as technical support, regarding the objectives of the consultancy;
- k) Facilitate technical meetings to review documents proposed by the consultant for validation;
- l) Hold technical meetings with the relevant directorates of the MEF (CEDSIF), MAEFP and ANAMM and cooperation partners

## **VI. SCHEDULE AND DELIVERABLES**

Deliverables and time assigned are below

Expected Results	Deliverables	Submission M (month)
<p>a) A proposal for viable scenarios that guarantee fair competitiveness, thus cost-effective for the municipalities in contracting consultancy services and goods for the implementation and operation of the municipal FMIS, to be approved in an extended process with the beneficiary municipalities, civil society, agencies representative of the public and private sector of ICT management in Mozambique;</p> <p>b) Proposal for a municipal ICT governance strategy designed in the context of the municipality's operational strategic management</p>	a) Inception report describing (i) Final Work Plan and site visit schedule; (ii) potential issues; (iii) approaches/methodology for achieving the results of the consultancy; (iv) clarification proposals on the resources to be provided by the consultant and the client/MEF; (v) desktop review of all existing documentation on the progress of the GoM's efforts to implement the municipal FMIS, as well as independent reports and evaluations conducted by cooperating partners (v) any other matter the consultant longing to raise in relation to the intended service.	M+1
	b) Proposal of possible scenarios for the implementation of the municipal FMIS, taking into the Mozambican context and the following aspects i) needs of Mozambican municipalities for the implementation of FMIS, functional requirements (including legal obligations, reporting requirements and potential interface needs with national SISTAFE system), ii) contextual factors such as existing skills, connectivity, and hardware, iii) successful implementation of local government/municipal FMIS solutions in low-income contexts, iv) trade-offs between off-the-shelf and custom solutions in the Mozambican context, v) initial and operating costs, vi) existing open-source solutions, vii) existing proposal of “municipal e-sistafe” solution, (viii) cost-analysis of possible viable scenarios for the municipal FMIS (analysis should include implementing and operating costs), (ix) proposal for the modular and sequential implementation of municipal FMIS modules, namely expenditure, revenue, assets, market management, accountability, cadastre;	M+2
	c) Draft the proposal of the municipal governance strategy of ICTs within the scope of the operational strategic management of municipalities	M+2
	d) Validation Workshop (regional and central) of deliverables b) e c).	M+3
	e) Proposal in costing of the final scenario and drafting the ToR's for the implementation of the municipal FMIS	M+3
	f) Final report on the stocktaking for implementing the municipal FMIS, as well as the proposal for the municipal ICT governance strategy;	M+4

The professional key staff to be provided by the Consultant is estimated at 60 man days, on intermittent basis, for the duration of the assignment which is estimated to be 4 months

## **VII. PAYMENT SCHEDULE**

<b>Deliverable</b>	<b>%</b>
Upon presentation and approval of Inception Report	15%
Upon presentation and approval of: <ul style="list-style-type: none"><li>• Proposal of possible scenarios for the implementation of the municipal FMIS including costing of the final scenario and drafting the ToR's for the implementation of the municipal FMIS and</li><li>• proposal of the municipal governance strategy of ICTs</li></ul>	50%
Upon presentation and approval of the final report on the stocktaking for implementing the municipal FMIS	35%

## **VIII. REPORTING AND WORK CONDITIONS**

The consultant will technically report to the National Directorate of Planning and Budget (DNPO) of the MEF who will coordinate their activities in close collaboration with the other relevant directorates in the process within the MEF, under the technical supervision of the Component Manager.

All deliverables must be submitted in electronic format, with a copy in PDF format, and copy(s) in editable format (MS Word for text, MS Excel for spreadsheets, and shap file for maps). The power point presentations made by the consultant will also be delivered to the MEF. Deliverables related to the disbursement schedule must be delivered in hardcopy three copies of each. All deliverables must be in Portuguese, with the exception of the inception report and final report, as well the draft of the ToR's (as final delivery too) must be bilingual (Portuguese and English)

The consultancy's products are Property of the Ministry of Economy and Finance.

## **IX. SUPPORTING DOCUMENTS**

DNPO/MEF will provide to the consultant the following supporting documents and others that may be requested:

- Law No. 14/202, of May 31<sup>st</sup>, establishes the principles and rules for the organization and functioning of the State Financial Administration System, referred to as SISTAFE for short;
- 09/2012. "Memorandum of Understanding between MAE, CEDSIF and ANAMM for the Development and Operationalization of the SGM-Municipal Management System."
- 06/2015. "Project Plan for the Municipal Management System - SGA"
- 01/2015. "e-SISTAFE Customization Report for municipal management"
- 03/2015. "Consulting Service to support the development of a conceptual model for the Municipal Management System (SGM), in the urban and environmental aspects and municipal services" Product D-4
- 11/2019. "Report of the National Institute of Electronic Government - INAGE ICT Assessment Report in Public Administration" (unpublished report)
- Law 06/2018. Defines the legal framework for implantation of municipalities
- Decree 51/2004. Regulation of Organization and Functioning of Technical and Administrative Services of Municipalities
- Law 3/2017. Regulates Electronic Transactions, e-commerce, e-government
- Law 22/2020. Updates the Classification of cities and towns in the country
- Ordinance 21,869. approves model 37 - collections diary and 38 - Monthly collection summary for the entry, recording and accounting of revenue

- Ministerial Diploma 272/2014. Approves the disaggregation of the Economic Expenditure Classifier, abbreviated as CED
- Ministerial Diploma 181/2013. Financial Administration and Accounting Procedures Manual (MAF)
- Law No. 6/2018, of 3 August, which establishes the framework for the implementation of municipalities;
- Law No. 1/2008, of 16 January, which defines the financial, budgetary and patrimonial regime of local authorities and the Municipal Tax System;
- Decree 63/2008 of 30 December, which approves the Municipal Tax Code.

## **X. COMPOSITION AND QUALIFICATIONS REQUIRED FOR KEY EXPERTS**

This task is expected to be carried out by a team of consultants composed of at least three (3) experts: (i) team leader / senior FMIS specialist (PFM system developer / change management); (ii) a technical/functional specialist (FMIS and revenue management systems) and (iii) an ICT specialist (web-based systems, servers, network, system management, information security). The consulting firm and team members must have the following qualifications:

### **Company**

The Consultant (company) will be responsible for coordinating with the GoM, punctuality and quality assurance of results.

The leading company must contribute at least 50% of the working time. The lead company's team may be a staff member of the company or may be hired in the market, but will be contractually part of the lead company, supervised and paid by the lead company. All documentation must be presented in the technical proposal as evidence of this engagement.

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. However, the experience of the sub-consultant will not be considered in the evaluation for the short list.

The Consultant (company) must have the following qualifications:

- At least 5 years of experience in carrying out similar tasks for needs assessment and/ or development of information systems of similar complexity in the public sector.
- At least three previous assignments that show familiarity with modern software methodologies such as user-centric design, agile software development, DevOps, microservices and service-oriented architecture (SOA).
- At least one team member with proven and demonstrable expertise (at least 5 years) in the design and implementation of financial management information systems (FMIS)
- Proven and demonstrable experience and technical capacity to carry out the task.



The **Team Leader / Information Systems Specialist** should have the following qualifications at minimum:

- Masters degree in information systems, engineering, public administration / public service management or relevant discipline;
- Minimum ten (10) years of relevant professional experience in the design and implementation of information systems in the public sector at central and/or local/municipal level;
- Minimum of one (1) successfully completed needs assessment project in the public sector (national and/or subnational ) in the last five (5) years;
- Substantial experience in strategic and practical advisory support for the development and/or implementation of information systems in municipalities/local governments (preferably regional/international experience), including change management programs;
- Expertise in evaluating government systems at national and municipal levels, and developing databases and reports to present results;
- Substantial leadership in project management and experience in change management;
- Proven ability to communicate project issues to senior government officials and resolve key issues;
- Fluency in Portuguese and English;

The **Technical/Functional Specialist** (FMIS and Revenue Management) should have the following qualifications at minimum:

- Masters degree in information systems, engineering, public administration / public service management or relevant discipline;
- Minimum five (5) years of relevant professional experience in the design and implementation of PFM information systems (FMIS and Revenue Management) at the central and/or local/municipal levels;
- At least 2 years of experience in evaluating government/municipal PFM systems (especially in FMIS and Revenue Management) at national and municipal levels;
- Fluency in Portuguese (and preferably in English).

The **ICT Specialist** should have the following qualifications at minimum:

- BS / BA university degree in information systems, engineering or relevant discipline;
- Minimum of five (7) years of relevant professional experience in the design and implementation of ICT solutions for web-based systems
- Experience in analyzing needs and suggesting possible technical solutions and deployment options for implementing ICT solutions across the country (including in remote areas);
- Familiarity with open source solutions as well as modern software methodologies such as user-centric design, agile software development, DevOps, microservices and service-oriented architecture (SOA).
- Fluency in Portuguese (and preferably in English)