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## Section 5. Terms of Reference

### 1. Overview

#### 1.1 Strategy of the Maputo Municipal Development Program (PROMAPUTO)

The Maputo Municipal Development Program (PROMAPUTO) constitutes the main operational axis of the Maputo Municipal Council in response to the aspirations of the Citizens and to the need for incremental improvement of the services delivered.

The preoccupations and expectations of the citizens, perceived in various moments (Electoral Campaign, Open Mayorship, among others) enabled to identify the major priorities at the level of Services delivery, inefficiencies of the CMM as well as the Municipality's financial sustenance difficulty.

This Program acknowledges that the Maputo Municipality is in a position of high fragility, for the fact that the human and financial resources being extremely limited, in a very weak institutional context where the majority of the processes (financial, strategic planning, urban planning, registration of title deeds, among others), as well as the associated information systems and Technologies that should support them, being nonexistent or being very fragile.

Until recently, practically there was no basic equipment for the running of the Municipal Council itself and for the services delivery to the Citizens.

This way, the strategy of the Program preconises a significant strengthening of the CMM internal capacities as a way to manage, maintain and develop the quality of services delivery to the citizen and thus accomplishing its Mission. From this strategy, results the structural importance which the pillars of Institutional Development and Strengthening of Municipal Finances shall have in the results of the Program as a whole.

In a first phase of the Program, we shall endeavor to make the Municipal Council a more efficient and functional organization which, progressively, is capable to plan, budget and manage its revenue and expenditures and, consequently, may also improve the processes of delivering quality services and embracing a number increasingly greater of Citizens. This phase shall have as main focus the institutional development, the municipal governance, reform in municipal finances both in revenue and expenditures component, low-cost interventions of immediate impact on infrastructures and on improvement of the services delivery and the planning of big investments in the same areas to be made in the second phase.

In the second phase, we intend to expand the level of investment in infrastructures and services delivery in such a way that, at the end of this phase, there shall be visible and significant improvements in the priority municipal services such as sustainable management of solid waste, public safety, water supply and sanitation, roads, cemeteries, and costal

management, among others. We also intend that a significant part of these investments takes place in the poorest areas of the Municipality.

In this way, the second phase shall have as a main focus the consolidation of the first phase's reforms, the large-scale investment in infrastructures and improvement of the services delivery, based on its economic feasibility and available funds.

This strategy is sustained on the need and wish to involve all stakeholders in the implementation of the Program, from the Municipal Board, Citizens, Central Government and Economic and Social Partners either national or foreign as well as Cooperation Partners.

## **1.2 Characterization of the Maputo Municipal Development Program (PROMAPUTO)**

Program objectives and activities were selected through a process of prioritization undertaken by the CMM through dialogue with its major stakeholders, including a number of multi-stakeholder meetings held at various levels to discuss the issues facing the City. Further research was done to assess the state of the City and the perceptions of its citizens which, combined with a practical assessment by the CMM of its internal capacity, generated a set of priorities. These assessments included multiple aspects of institutional and financial performance along with municipal governance. Targeted beneficiaries are balanced between the private sector and residents of the poorer neighbourhoods in order to establish the virtuous circle of service delivery in return for taxes. To identify its role in supporting the Program, the World Bank's comparative advantage and the potential for synergy with other donor projects were also carefully considered. The IDA support therefore focuses on Institutional and Financial Reform and complements the GTZ Technical Assistance provided in Solid Waste Management and roads investments from the Arab Development Bank, JICA and possibly ADB.

### **Component A: Institutional Development and Municipal Governance (approx. \$8 million )**

#### **Sub-component A.1: Institutional Reform and Strengthening**

The objective of this subcomponent is to enable CMM processes and structures to effectively face the challenges of municipal development. It entails six specific objectives: (a) to simplify CMM organization and management which entails restructuring administrative and technical directorates and redefining functional responsibilities linked to new staffing tables for their subordinate units; (b) to implement strategic human resource management which includes workforce restructuring and reforming incentives systems to attract, retain and motivate qualified and well-performing personnel; (c) to improve the performance of support systems and service delivery processes through the implementation of simplified administrative procedures; (d) to decentralize and integrate planning and management of

CMM programs by building capacity of municipal districts to formulate basic plans, provide essential documents to citizens, and maintain and manage simple infrastructure and the neighbourhood environment; (e) to improve CMM information systems and technology by employing computer based communication and administrative applications and strengthening associated skills among users and system technicians; and (f) to ensure adequate material resources for CMM operations through procurement, allocation, and maintenance of municipal buildings, vehicles and office equipment.

### **Sub-component A.2: Improved Municipal Governance**

The objective of this subcomponent is to improve CMM transparency and responsiveness by increasing the involvement of various stakeholders in municipal governance. It entails five specific objectives: (a) to increase the transparency of resource management and improve CMM communication with internal and external actors to better respond to community concerns through improved citizen consultation and awareness campaigns; (b) to improve the interaction between the CMM and the Municipal Assembly by training Assembly members and enhancing information flows with the Council; (c) to improve coordination between CMM and other public sector actors by institutionalizing collaborative mechanisms with central government, deconcentrated bodies and agencies, and public utility companies; and (d) to increase the number and effectiveness of partnerships between CMM and nongovernmental actors by developing and implementing public-private partnerships and improving collaboration with NGOs and civic associations.

## **Component B. Municipal Finance (approx. \$5.5 million)**

### **Sub-component B.1: Revenues**

The objective of this sub-component is to increase municipal revenues by enhancing the capacity of the municipality to better utilize its own revenue sources. It entails five specific objectives: (a) an intermediate solution to improve the current systems of taxes and fees in the short term; (b) a medium and long term solution to improve the systems of taxes and fees; (c) to improve the internal management of the different fees; (d) to improve the capacity to attract additional revenues; and (e) to provide general support to improve the municipal revenue system.

### **Sub-component B.2: Expenditures**

The objective of this sub-component is to improve the Municipality's planning, execution, and control of budgetary functions and systems. To do so, the following six specific objectives will be pursued: (a) to improve the process of budgetary planning, in order to ensure that the different units submit their budget plans in a timely and accurate fashion; (b) to improve the distribution of financial resources, in order to ensure that budgets are executed according to the plans; (c) to improve the financial, procurement, and management systems; (d) to improve the budgetary execution and control systems; (e) to support the implementation of the national budgetary system-SISTAFE; and (f) to provide general support to improve the municipal expenditure system.

## **Component C. Planning, Infrastructure Rehabilitation and Service Delivery Improvements (approx. \$26.5 million)**

### **Sub-component C.1: Planning and Management of Urban Space**

This sub-component will provide support to the municipality to improve the efficacy of the management and the planning of services through the development of Spatial and Sectoral Plans and the implementation of a Geographic Information System (GIS). It will provide the municipality with the methodological tools, training, technical assistance and mentoring to undertake planning. It will also review the tasks that are needed to improve the management of urban space, assist in the approval of infrastructure plans, develop spatial and sectoral plans, as well as the restructuring of the processes and procedures related to the granting of land use rights and land ownership, and the implementation of an information system for these purposes. It entails two specific objectives: (a) to improve the management of urban space; (b) to improve the design and quality of municipal services.

### **Sub-component C.2: Infrastructure and Service Delivery Improvements**

The objective of the sub-component is to increase the availability and quality of infrastructure and equipment to show tangible improvements in service delivery through appropriate management of investments. The sub-component will include the following results and associated activities: (a) Rehabilitation of existing paved and unpaved roads and associated drainage, and establish conditions for future expansion; (b) construction of a cemetery; (c) increase in public safety through improved street lighting and traffic lighting; and (d) construction of markets.

### **Sub-component C.3: Solid Waste Management Services**

The objective of the sub-component is to increase the quality and coverage of solid waste management services through improvements in the CMM's Solid Waste Management (SWM) operations as well as through partnerships with the private and non-government sector

## **1.3 Context of the Consultancy to be conducted**

The strengthening of the organizational capacities and the CMM performance shall require a strong and continuous reform and institutional development. Within the scope of the CMM Restructuring, which have started already, the Strategic and Institutional Development Office (GDEI), which is the advice body to the Major was defined, which shall have as one of main attributions to coordinate the leadership of the strategic and integrated planning process, change and institutional reform process as well as the coordination of the PROMAPUTO implementation as a whole.

The change processes presuppose a strong aggregating action, which passes necessarily by the creation of debate and mutual learning spaces, in an open and organized environment, laid on facilitation and communication methodologies.

For the purpose to support the GDEI in the performance of its responsibilities and objectives as leader of strategic planning and institutional reform, there is a need to hire an experienced Company to carry out facilitation of the change process and support for a participatory program implementation process.

## **2. Objectives and Results of the Consultancy**

The CMM wishes the consultant support for two different and autonomous purposes, namely:

- Facilitation of the Institutional Reform process; and
- Facilitation of the process of PROMAPUTO implementation,

### **2.1 Facilitation of the Institutional Reform**

#### **General Objectives**

1. To assist the GDEI in the facilitation of the institutional reform process, strengthening the internal communication mechanisms and ensuring an independent facilitation during debates, seminars and other actions connected to the institutional reform process;
2. To support the GDEI in the definition of mechanisms and good practices for managing the change which empower the success of the CMM institutional reform;

#### **Expected Results**

1. Methodologies and processes developed, tested and implemented for participatory planning and management of organizational change processes in support of short-term CMM restructuring and longer-term improvements in CMM organizational performance;
2. CMM personnel and intermediate units heads with a deep knowledge and strong commitment to the PROMAPUTO implementation and related institutional reform processes;

3. Participatory mechanisms for change management, organizational development and performance improvement implemented in each of the CMM organizational units as part of the the restructuring & redeployment workforce plan;
4. The GDEI with increased capacity to moderate and facilitate public an internal workshops/meetings on PROMAPUTO, institutional reform, and CMM performance improvement;
5. Workshops/meetings reports facilitated and ssued, including baseline materials/documents prepared and used during the workshops/meetings;
6. Technical advices provided when requested

## **2.2 Facilitation of the PROMAPUTO implementation process**

### **General Objectives**

1. To provide the GDEI with methodological support for planning, coordinating, and monitoring the PROMAPUTO implementation process
2. To propose, develop, and support the use of procedures and frameworks .for an effective program implementation planning, coordination, and monitoring by the different CMM organizational bodies;
3. To facilitate the development, updating, and implementation of CMM risk management plans in the context of PROMAPUTO implementation.

### **Expected Results**

1. Methodologies for PROMAPUTO implementation planning, coordination, and monitoring implemented;
2. CMM with participatory methodologies in place for PROMAPUTO implementation planning, coordination, and monitoring;
3. Increased GDEI and associated CMM units capacity to plan, coordinate, monitor PROMAPUTO and other ongoing/future programs for municipal development or organizational (municipal) performance improvement;
4. CMM risk management plan prepared, implemented, and monitored by GDEI and associated CMM official bodies.

### 3. Scope of the Consultancy

#### 3.1 Temporal Scope of the Consultancy

The temporal scope for conducting this consultancy is 24 calendar months.

#### 3.2 Technical Assumptions

For conducting this consultancy, the consultant shall take into account the following reference documents, namely:

1. Proposal of the CMM organization chart and/or Organic Statute in force (**see Appendix 1**);
2. Plan of goals for the implementation of the CMM Organization Chart (**see Appendix 2**);
3. Terms of Reference of the following Consultancies:
4. DMRH and DMF Process Redesign
5. Redesign Process, SIGRH and Redeployment Consultancy
6. Implementation Arrangements of the Strategic and Institutional Development Office (GDEI) (**see Appendix 3**);
7. ProMaputo PAD
8. Electoral Manifest
9. Maputo Municipal Development Program (ProMaputo)

The consultant will work under the guidance and coordination of the GDEI and the institutional development advisor as well, in close collaboration with the consultants contracted by the CMM to undertake the process redesign, organizational restructuring, workforce redeployment, and integrated system for HR management. This consultancy is driven by two complementary components: the first focusing on the technical aspects of the CMM institutional reform, and the other one focusing on the psycho-social aspects of the same institutional reform. Isolated the two teams cannot be fully effective. They should work in close collaboration to enable the implementation of the reform process as planned (to be implemented incrementally in each CMM organization unit).

Within the year of 2007 the CMM shall contract a short-term consultancy in order to urgently restructure two municipal core units – Finance and Human Resources Directorates (DMF and DMRH respectively). This assignment may be underway before the reform facilitation

consultancy begins. Meanwhile the institutional facilitation reform consultants will be required to assess the GDEI in supporting such short-term reform.

### **3.3 Technical Specifications of the Facilitation Consultancy**

The consultancy shall ensure the performance of the tasks below mentioned and technical specifications in the following domains:

#### **Institutional Reform Facilitation**

##### **Domain 1 – Change Management**

1. To support the GDEI in the definition and application of the Implementation and Institutional Reform Monitoring Methodology
2. To facilitate the performance of actions of divulgence and debate of the Institutional Reform Program before the CMM headships and officials;
3. To elaborate technical advices on methodological options of change management and institutional change risks as well;

##### **Domain 2 – Organizational communication and involvement of the institutional reform**

4. To support the GDEI in the integration of the requirements of the communication strategy supporting the implementation of the PROMAPUTO and the Institutional Reform;
5. To assist the GDEI and the CMM communication office in the development and implementation of communication campaigns & institutional reform support, organizational development, and municipal performance improvement,
6. To support the GDEI and the CMM communication office in enlivening communication and internal debates. External stakeholders should also be benefited from this process.;

#### **Facilitation of the PROMAPUTO implementation process**

##### **Domain 3 – Risk Management and Monitoring**

7. To support the GDEI in identifying the Risks associated to the implementation of the PROMAPUTO as a whole and the Institutional Reform in particular;
8. To support the GDEI in the elaboration of the Risk Management Plan;
9. To support the GDEI in monitoring the implementation of the Risk Management Plan

**Domain 4 – Monitoring and Assessment of the PROMAPUTO (Maputo Municipal Development Program)**

10. To support the GDEI in the implementation of the procedures of the PROMAPUTO Operating Handbook amongst the PROMAPUTO components coordinators ;and municipal directorates
11. To facilitate the internal planning, coordination, monitoring, and progress assessment of the implementation of PROMAPUTO as a whole and by components;
12. To facilitate the performance of joint progress assessments of the implementation of PROMAPUTO between the CMM and IDA;

#### 4. Roles and Responsibilities

Roles	Responsible	Tasks
<p><b>CMM Project Coordinator</b></p>	<p>GDEI (Institutional Reform and Organizational Development Advisor)</p>	<ul style="list-style-type: none"> <li>• To ensure the management and performance of the facilitation activities as well as the consultancy results and outcomes</li> <li>• To clarify the expectations concerning the Consultancy</li> <li>• To analyze and validate the Consultancy planning and methodology</li> <li>• To ensure all technical and administrative assistance/support to the CMM</li> <li>• To monitor and assess the quality of the facilitation process as well as the corrective feedback when so justified.</li> <li>• To plan and direct meetings/workshops for the facilitation process planning and monitoring to be rendered by the Consultancy</li> <li>• To ensure the liaison and collaboration with the GDEI members and the rest of the CMM organization chart units.</li> </ul>
<p><b>GDEI</b></p>	<p>(TBD)</p>	<ul style="list-style-type: none"> <li>• To collaborate in the definition of the requirements and detailing of the facilitation actions;</li> <li>• To participate in the empowerment actions promoted by the Consultancy</li> <li>• To collaborate in the preparation and performance of actions requiring coordination with the Consultancy</li> <li>• To appraise the results of the facilitation process and share comments on the accuracy, relevance and helpfulness of the Consultancy approaches and suggestions</li> </ul>

Roles	Responsible	Tasks
<b>Team Leader/Project Manager</b>	(TBD)	<ul style="list-style-type: none"> <li>• To manage the consultants team</li> <li>• To assure the coordination of the performance of the specific and foreseen facilitation activities and tasks under the guidance of the GDEI, as well as the collaboration with the institutional reform &amp; redeployment workforce consultancy team</li> <li>• To ensure the management interface with the CMM Project Manager</li> <li>• To ensure the technical and contractual obligations before the CMM, namely the activities workplan as well as the required technical documentation and progress reporting</li> <li>• (the team leader may also be the senior consultant if this be based on the understanding of the consultant and/or in benefit of the CMM)</li> </ul>
<b>Senior organizational development/organizational communication consultant</b>	(TBD)	<ul style="list-style-type: none"> <li>• To provide methodological advice and support to GDEI and to the facilitation consultant regarding the psycho-social dimensions of the CMM institutional reform, namely the implementation of participatory approaches in issues of change management, organizational development, as well as internal communication for the institutional reform process support.</li> </ul>
<b>Facilitator/participatory process consultant</b>	(TBD)	<ul style="list-style-type: none"> <li>• To collaborate with GDEI and/or other indicated advisors or consultants on the daily activities associated with implementation of participatory group processes &amp; inter-sectoral linkages related to CMM institutional reform as well as the PROMAPUTO coordination &amp; implementation monitoring.</li> </ul>
<b>senior program implementation consultant</b>	(TBD)	<ul style="list-style-type: none"> <li>• To provide methodological advice and technical support to the GDEI in updating and monitoring its plans set for risk management approach linked to CMM institutional reform and PROMAPUTO implementation</li> <li>• To assure methodological advice (in coordination with the facilitation consultant) to provide process support to GDEI and CMM in coordinating and monitoring the PROMAPUTO implementation.</li> </ul>

## 5. Estimated Consultant's inputs and level of effort

Total staff-time is 17 staff-months.

## 6. Relationship with the Client and Reporting

The consultancy shall report to the CMM Strategic and Institutional Development Office, namely to its director and institutional development and reform (the Project Manager).

Within 30 days after the starting date of the contract, the consultant shall present a draft inception report which must include the following elements:

1. the specification of the consultant's contribution in terms of his/her assessment of the institutional reform as well as the PROMAPUTO implementation, with an emphasis on the identification of significant existing opportunities and constraints related to the facilitation process
2. full detailed description of the methodologies and workplan of the activities to be employed for each of the domains specified in the ToR's including the proposed facilitation approach for each domain.
3. updated workplan for year 1 of the assignment including a calendar of activities by month – with weekly details for the first three months – including the specification of deliverables, associated activities to undertaken by the consultants, and expected collaboration and complementary inputs to be provided by CMM, GDEI, and/or other consultants.
4. the recommendations for operational coordination arrangements with the GDEI and its other contracted advisors and consultants, including suggested elements for a memorandum of understanding to be signed by the GDEI and its consultants supporting institutional reform in order to ensure effective collaboration in planning and implementing of their effort for each CMM organization units.
5. other aspects which the consultant considers relevant to the success to the assigned responsibilities

Within 15 days after receiving the draft inception report, the CMM will propose any necessary revision which, once agreed by both parties, it will constitute the year 1 workplan for the consultant.

After the acceptance of the revised inception report, the consultant will provide the following documents (written results):

1. **trimester/quarterly work plan** with detailed weekly activities and expected results, with special focus on the coordination of its inputs with those of the Process Redesign, CMM organizational restructuring and workforce redeployment consultancy;
2. **monthly progress reports** with a concise executive summary of the activities implemented during the preceding month. The summary should specify the results achieved as well as constraints encountered including any concerns or requests which the consultant wish to transmit to the CMM in order to ensure its quarterly work plan can be effectively implemented;
3. **methodology manuals, guidelines, training materials** and other working instruments produced by the consultant as specified in the annual and quarterly work plans;
4. **annual reports** to be presented by 20 December 2007 and 2008 which describe activities undertaken, results achieved, methodological constraints encountered, and recommendations for an effective implementation of the process of the institutional reform and PROMAPUTO
5. **year 1 and year 2 workplan of the facilitation consultancy** to be submitted to the GDEI 12 months after the starting date of the contract which fully specifies inputs, activities, results, and deliverables to be provided by the consultant through the completion of the assignment. This document should propose any modifications to the assignment's inputs, outputs or results as well as methodological adjustments to be provided by the consultant or even by the CMM in order to improve the facilitation consultancy performance. After the acceptance of year 2 workplan, the document will constitute the baseline for managing and monitoring the performance of the consultant's assignment completion until the end of contract.
6. **final report** to be submitted within 30 days before the end of the contract, and it should contain detailed activities yet undertaken, the outputs produced, and the results achieved by the consultant. The final report should also contain an internal evaluation of the facilitation process of the institutional reform (both the technical and the psycho-social components) as well as implementation of the PROMAPUTO planning, coordination, and monitoring, including the recommendations that aim at providing necessary improvements related to the methodological modifications and organizational processes.

All assigned work products shall be delivered in Portuguese *in hard copy and electronic format*.

## 7. Consultant's Profile

In overall terms the consultant shall meet the following requirements (alternatively these requirements may also be found in the technical composition of the team):

### 7.1. Global Profile

- At least 5 year experience in change management projects, organizational development, and participatory program implementation processes either in public or private sector organizations;
- At least 5 year experience in leading and managing complex public sector and/or capacity building public projects in developing countries organizations, especially those with focus on municipalities or other local level governance and public service delivery institutions;
- A least 5 year experience in the definition and implementation of training programs or projects;
- Proved capability to identify highly qualified and experienced personnel with higher level of Portuguese language skills: *corporate experience in Mozambique or other African Portuguese speaking countries highly desirable*

### 7.2. individual profiles:

#### 7.3. Team leader/Project Manager

- Minimum 5 year experience in leading and managing consultancies, preferentially institutional reform projects, organizational development and/or capacity building programs in development countries organizations: *experience managing contracts funded by international aid organizations highly desirable;*
- Minimum 10 year experience as consultant or advisor for public sector reform and/or capacity building programs, focusing on municipalities or other local governance entities, and public service delivery institutions;
- Minimum 5 year experience in Mozambique or other African Portuguese speaking countries;
- Higher competences in interpersonal relationship and effective communication;
- Highly fluent in the Portuguese language and with good written and spoken fluency in the English language and composition of Professional/executive documents.

**7.4. Senior organizational development/organization communication consultant/specialist**

- At least 5 year experience as a manager, advisor or consultant for public sector organizations and/or technical assistance projects in developing countries, preferably in African lusophone countries: relevant experience in Mozambique highly desirable
- At least 10 year experience in developing and implementing support methodologies for organizational change/development, including significant experience as facilitator of participatory processes either in public or private organizations
- At least 5 year experience as a trainer with special consideration given to expertise in training of trainers as well as on training manuals elaboration
- Post-graduate degree and/or specialized training in management, public administration, applied psychology, sociology, or another relevant and related discipline
- Higher competences in interpersonal relationship and effective communication
- Highly fluent in the Portuguese language and composition of Professional/executive documents

**7.5. Senior program implementation consultant/specialist**

- At least 10 year experience in designing and supporting the implementation of development assistance projects/programs, with focus on organizational reform and capacity building programs targeting public sector organizations: experience working with municipalities and/or other local governance and public service delivery institutions would be an advantage
- At least 10 year experience in planning, coordinating, and monitoring program implementation in developing countries, preferably those funded by international aid & cooperation agencies in African lusophone countries: relevant experience in Mozambique highly desirable
- Post-graduate degree and/or specialized professional training in management, public administration, applied psychology, sociology, or another relevant and related discipline
- Higher competencies in interpersonal relationship and effective communication
- Highly fluent in the Portuguese language and composition of Professional/executive documents

**7.6. Facilitator/participatory process consultant/specialist**

- At least 5 year experience as facilitator in participatory planning and/or improvement of organizational processes
- Specialized training in participatory methodologies and/or training of trainers methodological techniques

- Extensive knowledge of Mozambican organizations, society and culture, with special emphasis in public sector organizations. Experience with Mozambican municipalities would be an advantage
- University degree in management, public administration, applied psychology, sociology, or another relevant and related discipline
- Higher competences in interpersonal relationship and effective communication
- Highly fluent in the Portuguese language and composition of Professional/executive documents