



REPUBLIC OF CABO VERDE

MINISTRY OF FINANCE

Terms of Reference (ToR)

National Governance Framework for Digital Transformation and Institutional Coordination

1. Background and Context

The Republic of Cabo Verde, through the Ministry of Finance and the Special Projects Management Unit (UGPE), is implementing the **Digital Cabo Verde Project – Additional Financing**, financed by the World Bank's International Development Association (IDA). The Additional Financing aims to strengthen Cabo Verde's digital competitiveness foundations and improve the provision and usage of digital public services, building on the results achieved under the parent project **Digital Cabo Verde (P171099)**.

The Additional Financing is structured around three main components:

- **Component 1 – Enabling Legal and Regulatory Environment;**
- **Component 2 – Digital Competitiveness;**
- **Component 3 – Digital Public Services and Marketplace.**

The Government of Cabo Verde, under the coordination of the Prime Minister's Office and through the **Government Digital Service Team (GDST)**, is implementing the national Digital Transformation Agenda to modernize Public Administration, enhance efficiency, and improve service delivery for citizens, businesses, and the diaspora.

This Agenda builds on strategic national instruments, including the **Digital Economy Strategy (EEDCV)** and the **Digital Governance Strategy 2021–2024 (EGDCV)**, which set the foundations for interoperability, data governance, and people-centered public-service delivery. The role of **NOSi E.P.E.** is central in this ecosystem, as the entity responsible for key digital public infrastructure components, including core registries, the interoperability platform, cloud services, and shared government applications.



A flagship initiative within this agenda is the **Project for Accelerating the Integrated Provision of State Digital Services**, guided by the principles of the **Single Portal (gov.cv)**, the **Whole-of-Government approach**, the **Once-Only Principle**, and **People-Centered Service Design**. The Single Portal, scheduled for launch in **January 2026**, will serve as the main digital gateway for unified, transparent, and interoperable access to public services.

Current Fragmentation and Silo Landscape

Despite significant progress, Cabo Verde's digital governance landscape continues to reflect a **silo approach across several ministries and sectors**, resulting in fragmented service delivery and duplicated platforms. Various ministries have developed their own digital portals and systems — such as **the Justice Portal, the Commerce Portal, the Maritime/Sea Portal**, and other sector-specific digital platforms — each operating with distinct architectures, processes, and governance models.

This fragmentation:

- limits **interoperability** across government systems;
- creates duplicated financial and human resource investments;
- complicates **data-sharing and citizen verification** processes;
- produces inconsistent user experiences;
- and undermines the adoption and sustainability of a **Single Government Portal**.

The persistence of sector-specific digital solutions reinforces institutional boundaries and hinders coordinated implementation of Whole-of-Government reforms. Without a unified governance model, ministries retain autonomy over digital investments, agendas, and operational standards, reducing the coherence necessary for an integrated public-service ecosystem.

Need for a Coherent National Governance Framework

To successfully implement the Single Portal and strengthen the national **Digital Public Infrastructure (DPI)** — including digital identity (SNIAC), civil and criminal registries (SIRCC), base registries, interoperability, cloud services, and digital payments — Cabo Verde requires a **robust governance framework** capable of coordinating policy, technology, data, and service delivery across all public institutions, including the embassies and consulates.

Within this context, the Government intends to engage a consulting firm to design and operationalize a **National Governance Framework for Digital Transformation**, ensuring strengthened institutional coordination, clarified mandates, effective oversight



mechanisms, and sustainable implementation of Whole-of-Government digital transformation reforms across all sectors.

2. Objectives of the Assignment

The overall objective of this assignment is to **design, validate, and operationalize an integrated National Governance Framework for Digital Transformation** that enables effective coordination, accountability, and institutional coherence across Cabo Verde’s public sector, including embassies and consulates, ensuring the sustainable implementation of Whole-of-Government reforms, the Single Portal (gov.cv), and the national Digital Public Infrastructure (DPI).

This Governance Framework shall reinforce the principles established under the **Digital Economy Strategy (EEDCV)** and the **Digital Governance Strategy 2021–2024 (EGDCV)**, while defining clear mechanisms for institutional alignment with NOSi E.P.E., regulators, base registries, and sector ministries.

Specific Objectives

The consultancy shall pursue the following specific objectives:

2.1. Establish Clear Governance Structures and Mandates

Define institutional roles, responsibilities, and accountability lines across the ecosystem of digital transformation — including ministries, GDST, NOSi E.P.E., DNME, ARME, CNPD, DGTED, Embassy in Lisbon and sector-specific agencies — ensuring that mandates are coherent, non-overlapping, and aligned with Whole-of-Government and DPI principles.

2.2. Create National Coordination and Decision-Making Mechanisms

Design a multi-level governance structure that includes strategic steering bodies, technical coordination committees, and operational working groups. This structure shall support harmonized decision-making, shared ownership, and cross-sectoral alignment for digital policies, investments, interoperability, service design, and infrastructure management.



2.3. Develop Technical and Operational Governance Standards

Define common standards and procedures for:

- enterprise and ICT architecture;
- data management, data-sharing and base registries governance;
- interoperability protocols;
- cloud and infrastructure utilization;
- cybersecurity and digital trust;
- User-centric service design for the Single Portal.

These standards must enable coherence, reduce fragmentation, and support the transition from silo services to integrated digital public services.

2.4. Develop Legal and Regulatory Instruments

Prepare draft decrees, resolutions, operating procedures, and regulatory instruments necessary to formalize the National Governance Framework for Digital Transformation, ensuring alignment with existing laws, the DPI agenda, data protection principles, and international best practices.

2.5. Strengthen Institutional Capacity and Coordination Culture

Build leadership and technical capacity across institutions involved in digital transformation, ensuring the adoption of new governance processes, coordination mechanisms, and performance-monitoring tools.

The objective is to enable a **functional, collaborative, and sustainable governance ecosystem**.

2.6. Establish Monitoring, Accountability, and Performance Mechanisms

Develop a Monitoring and Evaluation (M&E) framework aligned with the project's Results Framework, enabling continuous tracking of governance maturity, institutional coordination, compliance with standards, and the operationalization of the governance framework across ministries.



3. Scope of Work

The consulting firm shall provide comprehensive advisory and implementation support to **design, validate, and operationalize** the National Governance Framework for Digital Transformation.

The assignment covers all activities required to diagnose the institutional environment, define governance structures, develop legal instruments, design coordination mechanisms, strengthen institutional capacity, and establish a sustainable monitoring and evaluation approach.

The scope includes the following activities:

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The scope includes the following activities:

3.1. Institutional and Legal Diagnosis

The firm shall conduct a thorough institutional and legal diagnostic to assess Cabo Verde's current governance environment for digital transformation. This includes:

- Mapping existing mandates, roles, coordination mechanisms, and operational dependencies among ministries, regulators, and digital institutions (including **NOSi E.P.E., ARME, CNPD, DGTED, DNME, UGPE**, and sector agencies).
- Identifying fragmentation issues arising from the **current silo approach** in several ministries and sectors, including the existence of **multiple independent sectoral portals** (e.g., Justice Portal, Commerce Portal, Maritime/Sea Portal, and others).
- Evaluating how this fragmentation impacts interoperability, data management, Single Portal adoption, and Whole-of-Government implementation.
- Reviewing existing laws, regulations, strategies (including **EEDCV and EGDCV**) and institutional mandates to identify overlaps, gaps, and conflicting provisions.



- Benchmarking international governance models suitable for small island states, rapidly digitizing economies, and DPI ecosystems (EU Base Registries, OECD Digital Government, GovStack, ID4D).
- Conducting structured stakeholder consultations with policymakers, senior officials, and technical teams across the public administration.

Output: *Governance and Institutional Diagnostic Report* with constraints, risks, and structural reform opportunities.

3.2. Design of the National Governance Framework for Digital Transformation

Using findings from the diagnosis, the firm shall design an integrated Governance Framework with clear structures, roles, decision-making processes, and accountability mechanisms. This includes:

- Defining strategic, tactical, and operational governance layers aligned with Whole-of-Government and DPI principles.
- Designing the **coordination architecture**, including bodies such as a Digital Governance Council (strategic), Digital Coordination Board (technical), and Interministerial Working Groups (operational).
- Developing a **RACI Matrix** (Responsible, Accountable, Consulted, Informed) covering all functions of the digital transformation lifecycle:
 - Strategy and policy development
 - budgeting and digital investment prioritization
 - Service design and implementation
 - base registries and data governance
 - interoperability and architecture
 - Cybersecurity and digital trust
 - Operation of shared platforms (NOSi E.P.E.)
 - procurement and vendor management

The Governance Framework shall include the identification and definition of a permanent institutional home responsible for the long-term stewardship of Digital Public Infrastructure (DPI), interoperability, digital identity, base registries, and cross-government digital service governance. The design shall therefore propose alternative long-term governance arrangements that can operate beyond the GDST's mandate, including the evaluation of existing institutions (e.g., NOSi E.P.E., ARME, DGTED) or the potential creation of others agencies establishing a clear separation of functions, whereby **governing councils** provide strategic guidance and accountability,



while **executive entities** remain focused on execution, service delivery, and day-to-day operations.”

- Proposing mechanisms for unified decision-making and for reducing silo policy and system development.
- Ensuring alignment with the Single Portal governance requirements.

Output: *National Governance Framework for Digital Transformation Design Report.*

3.3. Legal and Regulatory Instruments

The firm shall develop legal and regulatory instruments required to formalize the new governance arrangements. This includes:

- Drafting decrees, resolutions, coordination by-laws, mandate revisions, and institutional adjustments to operationalize the Governance Framework.
- Harmonizing existing regulatory frameworks with new mandates, reducing contradictions and overlaps.
- Ensuring alignment with national laws, data protection principles, interoperability regulations, DPI governance, and international standards.
- Preparing operational documents such as governance manuals, SOPs, coordination protocols, escalation procedures, and accountability standards.
- Ensuring compliance with the **Environmental and Social Commitment Plan** regarding inclusiveness, consultation, and transparency.

Output: *Legal and Regulatory Instruments Package.*

3.4. Implementation Plan and Roadmap

The firm shall prepare a phased, realistic, and actionable roadmap to implement the National Governance Framework. This includes:

- Sequencing actions across short-, medium-, and long-term horizons.
- Defining governance activation moments (e.g., installation of councils, committees, working groups).
- Recommending necessary updates to decrees, policies, and institutional structures.
- Establishing KPIs and governance maturity indicators.



- Identifying quick-win interventions for coordination improvement and reduction of fragmentation.
- Integrating risk mitigation strategies and dependencies with digital initiatives under the Single Portal and DPI architecture.

Output: *Implementation Roadmap Report.*

3.5. Capacity Building and Institutionalization

The firm shall develop and deliver a capacity-building program to ensure effective adoption and sustainability of the Governance Framework. This includes:

- Training programs for decision-makers, digital leaders, coordination focal points, and technical teams from ministries and agencies.
- Modules on:
 - digital governance principles
 - cross-sector coordination
 - DPI governance and interoperability
 - decision-making processes
 - monitoring and reporting practices
- Development of practical guides, toolkits, templates, and simulation workshops.
- Strengthening institutional culture to break siloed behaviors and promote evidence-based, collaborative, and user-centered digital governance.

Output: *Capacity-Building Program Package and Simulation Materials.*

3.6. Monitoring, Evaluation, and Reporting

The firm shall establish a Monitoring and Evaluation system aligned with the project's Results Framework and governance performance indicators. This includes:

- Designing an M&E Framework with measurable indicators for governance maturity, coordination effectiveness, compliance with standards, and institutional collaboration.
- Developing templates and tools for periodic reporting by ministries and institutions.
- Preparing progress reports summarizing performance, risks, and recommendations.



- Providing a final synthesis report with lessons learned, institutionalization strategies, and recommendations for long-term sustainability.

Output: *Governance M&E Framework and Final Synthesis Report.*

4. Deliverables and payment schedule

The consultancy shall follow a **deliverable-based, Lump Sum** contractual approach. Each activity must lead to a **tangible, verifiable, and quality-assured output**, aligned with the National Governance Framework development process. The deliverables will be reviewed and validated by GDST for technical aspects, in coordination with DGTED, and then by UGPE for fiduciary compliance.

4.1. Activity Description and Expected Outputs

Activity 1 – Inception and Work Planning

The firm shall conduct an inception mission and validation meetings with GDST, DNME, UGPE, NOSi E.P.E., ARME, CNPD and relevant institutions to confirm the scope, methodology, timeline, and coordination model.

Output: *Inception Report* including methodology, detailed work plan, stakeholder map, and risk matrix.

Activity 2 – Governance and Institutional Assessment

Analyze existing mandates, policies, coordination mechanisms, and fragmentation patterns (including siloed sector portals).

Identify overlaps, bottlenecks, risks, and opportunities for governance realignment.

Output: *Governance and Institutional Diagnostic Report.*

Activity 3 – National Governance Framework for Digital Transformation (Design Report)

Design the full governance model, decision-making structures, RACI matrix, GDST's central role, and coordination architecture across ministries and digital institutions. Define governance standards for DPI, services, data, interoperability, cybersecurity and cloud infrastructure.

Output: *National Governance Framework Design Report.*



Activity 4 – Legal and Regulatory Instruments Package

Draft decrees, resolutions, by-laws, SOPs, and governance manuals to formalize the governance architecture.

Ensure alignment with national legal frameworks, data-protection legislation, and international good practices.

Output: *Legal and Regulatory Instruments Package.*

Activity 5 – Implementation Roadmap

Develop a phased and actionable roadmap detailing institutional activation steps, responsibilities, timelines, KPIs, governance maturity indicators, and risk management measures.

The Implementation Roadmap shall include at least three (3) practical Use Cases that simulate the application of the new Governance Framework across different sectors. These Use Cases must demonstrate how decision-making flows, coordination mechanisms, interoperability, DPI components, and accountabilities operate in practice under the new governance model.

Output: Implementation Roadmap Report with approved Use Case.

Activity 6 – Capacity-Building Program and Simulation Workshops

Design and deliver capacity-building modules, toolkits, and simulation workshops for governance actors, focal points, and decision-makers.

Strengthen institutional capabilities for coordinated governance and DPI stewardship.

Output: *Capacity-Building Program Report (including simulation materials).*

Activity 7 – Final Governance Framework and Sustainability Package

Consolidate all validated deliverables into a final report, including governance structures, legal instruments, implementation roadmap, M&E mechanisms, and



institutionalization recommendations.

Output: *Final National Governance Framework for Digital Transformation Report.*

4.2. Deliverables, Timeline and Payment Schedule

Given the national context and the number of institutions involved, the Diagnostic phase shall be adjusted in coordination with the client to ensure adequate assessment and consultation depth.

Deliverable	Description	Indicative Timeline	Payment %
1 – Inception Report	Methodology, work plan, stakeholder mapping, and risk matrix validated with GDST & UGPE.	CS + Month 1	10%
2 – Governance and Institutional Diagnostic Report	Assessment of mandates, fragmentation, siloed portals, coordination gaps, risks, and recommendations.	CS + Month 3	15%
3 – National Governance Framework Design Report	Full governance model, RACI, decision-making architecture, coordination structures, DPI governance standards.	CS + Month 4	20%
4 – Legal and Regulatory Instruments Package	Draft decrees, resolutions, SOPs, by-laws, coordination procedures, governance manuals.	CS + Month 5	15%
5 – Implementation Roadmap Report	Phased roadmap, KPIs, maturity indicators, timeline, responsibilities, and risk mitigation plan. Include three (3) practical Use Cases.	CS + Months 6–7	15%
6 – Capacity-Building Program Report	Training modules, simulation workshops, operational guides and toolkits.	CS + Month 7	10%
7 – Final National Governance Framework Report	Consolidated governance package including legal instruments, roadmap, M&E and sustainability recommendations.	CS + Month 8	15%

4.3. Payment Conditions

- Payments shall be made only **after validation** of each deliverable by **GDST**, with fiduciary confirmation by **UGPE**.
- Deliverables must be submitted in **English** and Portuguese (core reports) and include supporting materials for validation workshops.
- Each deliverable must include an **executive summary**, methodology description, evidence of consultations, and annexes with supporting documentation.



5. Institutional Arrangements and Coordination

The assignment will be implemented under the Prime Minister's Office, with technical coordination provided by the Government Digital Service Team (GDST) and DGTED. These entities will offer overall guidance, validate methodologies, and ensure alignment with the national digital transformation agenda, the Single Portal, and Whole-of-Government principles. The **Special Projects Management Unit (UGPE)** will ensure **fiduciary oversight**, including contract management, compliance with World Bank procedures, and approval of payments linked to deliverables.

The consulting firm will work in close collaboration with **NOSi E.P.E., ARME, CNPD, DGTE, DNME (National Direction for State Modernization)**, relevant ministries and public institutions involved in digital governance and sectoral service delivery.

A **Steering Committee**, chaired by the Prime Minister's Office and composed of GDST, UGPE, NOSi E.P.E., ARME, CNPD, DNME and selected ministries, will oversee strategic alignment, validate key deliverables, and facilitate interinstitutional decision-making.

Regular coordination meetings will be held with GDST (with participation from UGPE as required) to monitor implementation, validate intermediate outputs, address constraints, and ensure consistency with the Governance Framework design and operationalization.

All deliverables shall be submitted to **GDST and DGTED for technical validation** and to **UGPE for fiduciary approval**.

6. Contract Type and Payment Schedule

The consultancy shall be implemented under a Lump Sum Contract, with payments made upon satisfactory completion and acceptance of deliverables approved by UGPE and the Government Digital Service Team (GDST).

The consultant or firm will work closely with the Special Projects Management Unit (UGPE) and key public institutions.

- A Steering Committee will oversee alignment, validation, and decision-making.
- Monthly progress meetings will be organized with the GDST for supervision and validation.
- All deliverables must be submitted in Portuguese, in digital editable format, following the templates and quality criteria defined during the inception phase.



Payments will follow the agreed schedule linked to the deliverables listed above.

7. Duration

The assignment is expected to last eight (8) months from the date of contract signature.

8. Qualifications and Team Composition

Consulting Firm Requirements

The consulting firm must demonstrate capacity in institutional reform and governance modernization, IT Governance, e-Government strategy, and/or Public Sector Digital Transformation, ideally in developing countries or island economies.

The successful candidate will have a minimum of 10 years' experience in relevant areas, including work on whole-of-government governance, interoperability frameworks, DPI components and the design or implementation of national digital strategies in the context of public-sector transformation, digital government and coordination frameworks. Experience in cross-sectoral work and administrative simplification focused on citizens is also required, as well as a deep understanding of international standards (e.g. COBIT, ITIL) and best practices in digital public administration and institutional coordination.

The firm must demonstrate experience in at least **two similar assignments** involving design or implementation of digital governance models, public sector modernization, or whole-of-government coordination mechanisms.

Previous experience in **World Bank** or other **multilateral-funded programs** is highly desirable.

The firm may associate with local partners or academic institutions to strengthen contextual understanding, facilitate stakeholder engagement, and ensure sustainability of results.

Key Experts

Team Leader / Governance and Institutional Reform Expert

- **Qualifications:** Master's degree or higher in Public Administration, Political Science, Law, Public Policy, or related discipline.



- **Experience:** Minimum of **10 years of professional experience** in institutional design, public sector reform, or governance frameworks, preferably within digital transformation contexts.
- Proven experience in Whole-of-Government or digital government assignments.
- **Evidence of at least three similar projects** in complex institutional change assignments in digital government or e-government initiatives.
- **Key Responsibilities:**
 - Provide overall leadership and coordination of the assignment.
 - Ensure methodological coherence and integration across all activities.
 - Lead design of the Governance Framework and oversight mechanisms.
 - Facilitate stakeholder consultations, workshops, and validation sessions.
 - Supervise quality assurance of all reports and deliverables.
- **Core Competencies:** Excellent analytical, facilitation, and diplomatic skills; prior work with senior government officials; strong communication skills in English and Portuguese.

Legal and Regulatory Specialist (Digital Governance and Data Regulation)

- **Qualifications:** Advanced degree in Law, ICT Regulation, or Public Administration.
- **Experience:** At least **8 years of experience** in drafting legal and regulatory instruments for digital governance, data protection, or institutional reform.
- **Evidence of at least three similar projects.**
- **Key Responsibilities:**
 - Review existing legal and institutional frameworks governing digital transformation.
 - Draft or revise decrees, resolutions, and coordination instruments establishing the governance structure.
 - Ensure alignment with national legislation, data protection standards, and international best practices.
 - Support legal validation and harmonization across ministries and agencies.
- **Core Competencies:** Deep understanding of public-sector regulation, ICT law, and administrative procedures in developing-country contexts.

Digital Governance / e-Government Specialist:

- **Qualifications:** Advanced degree in Law, ICT Regulation, or Public Administration.



- **Experience:** in public sector reform and process re-engineering, with a focus on digital services. □ Expertise in ICT governance, DPI components, interoperability, and service architecture.
- **Key Responsibilities:**
 - contribute to governance standards, technical roles, interoperability models, and alignment with NOSi E.P.E.

Institutional Development and M&E Specialist

- **Qualifications:** Master's degree in Economics, Public Policy, or Management.
- **Experience:** Minimum of **7 years of experience** in institutional performance frameworks, governance diagnostics, and monitoring and evaluation (M&E).
- **Key Responsibilities:**
 - Design and implement institutional assessment tools and maturity models.
 - Develop KPIs for governance performance, coordination, and accountability.
 - Prepare M&E framework aligned with the project's Results Framework.
 - Support preparation of quarterly progress and lessons-learned reports.
- **Core Competencies:** Quantitative and qualitative analysis, data visualization, and evaluation of public-sector performance.

Capacity-Building and Organizational Development Expert

- **Qualifications:** University degree in Human Resources Development, Education, or Behavioral Sciences.
- **Experience:** At least **7 years** in designing and implementing institutional training programs for public administration or digital governance.
- **Key Responsibilities:**
 - Develop and deliver capacity-building modules and simulation workshops.
 - Produce operational manuals, guides, and toolkits for inter-institutional coordination.
 - Support institutionalization of governance processes and knowledge transfer.
- **Core Competencies:** Experience with participatory learning, blended training formats, and facilitation of leadership and teamwork sessions.

**Language Requirements:**

All experts must be fluent in **English** and **Portuguese** (written and spoken).

9. Reporting and Supervision

The consulting firm will report directly to the Coordinator of the Government Digital Service Team (GDST), under the supervision of the Prime Minister's Office, in coordination with the UGPE. All deliverables shall be submitted in English and approved by GDST and UGPE.

10. Ownership and Confidentiality

All reports, materials, and outputs produced under this assignment are property of the Government of Cabo Verde. The consultant shall maintain strict confidentiality regarding all project-related information accessed during the assignment.