



REPUBLIC OF KENYA
OFFICE OF THE DEPUTY PRESIDENT
State Department for Devolution



Project Name: SECOND KENYA DEVOLUTION SUPPORT PROGRAM (KDSP II)

Credit No: IDA-7447-KE

Project ID No: P180935

Contract Reference No.: KE-DD-446979-C-INDV

Terms of Reference for an individual consultant to support development of the County Government Performance Management Information System

A. Background

The Government of Kenya has received an International Development Association (IDA) Credit in the amount of EUR140.7 million (US\$150 million equivalent) from the World Bank for implementing the Second Kenya Devolution Support Program (KDSP II) (Credit Number IDA-7447-KE) over a four-year period, starting December 7th, 2023. KDSP II is supporting a sub-set of reforms envisaged under the Government's Devolution Sector Plan.

The Program, whose development objective (DO) is to “strengthen county performance in the financing, management, coordination, and accountability for resources”, supports a series of key interventions (at the input and output levels) that contribute to intermediate outcomes and, in turn, contribute to outcomes. To achieve the DO, the Program is expected to significantly improve outcomes in the participating counties under three key result areas (KRAs) outlined below:

- **KRA 1: Sustainable Financing and Expenditure Management.** This KRA supports efforts towards enhancing financing to, and expenditure management by counties. In this KRA, the national-level activities, supported through investment project financing (IPF) entail the development of frameworks and guidelines for county revenue mobilization, policy to support financing for service delivery units, and structures and tools to support counties' institutionalization of shared project management functions. The expected outcomes will include an improved revenue mobilization agenda (for example, increased revenue collection, enhanced accuracy of fiscal forecasting, and expansion of revenue base), timely communication on releases of conditional grants, automation of the county exchequer requests, and implementation of pending bills action plans. The relevant disbursement linked indicators (DLIs) under this KRA are on (i) the average number of days it takes for the National Treasury, Office of the Controller of Budget, and the Central Bank of Kenya to process a county exchequer requisition once submitted; (ii) participating counties

that have increased their own source revenue by at least 5 percent annually, over and above the rate of inflation; and (iii) participating counties that have prepared and are implementing action plans to reduce their stock of pending bills and maintain it at minimal levels.

- **KRA 2: Intergovernmental Coordination, Institutional Performance, and Human Resource Management.** This KRA supports national and county government initiatives towards strengthening intergovernmental coordination, institutional performance, and Human Resource Management (HRM). The national-level activities, financed through the IPF, will support the development of policy and administrative procedures for the operationalization of intergovernmental, intercity, and inter-municipality forums. The IPF will also support the development of guidelines, including county HR and skills audits, model organization structures for customization by counties, and performance management. DLIs under this KRA will target counties implementing recommendations of HR, skills, and payroll audits, aligning county staffing with departmental functions in select sectors, and improving the credibility of the payroll. The relevant DLIs under this KRA are on (i) participating counties that have integrated their HR records, authorized staff establishment and payroll, and uploaded cleaned payrolls in the human resource management information system; and (ii) participating counties that are enhancing accountability for results through an integrated performance management framework.
- **KRA 3: Oversight, Participation, and Accountability.** KRA 3 will support improvements in oversight, participation, and accountability. The IPF component will support the development of guidelines on project stocktaking, community-led project management committees, and climate change risk screening and preparedness (including assessment of the climate resilience of existing infrastructure assets). It will also support the rollout of the county (public Investment Management (PIM) framework. The expected outcomes include the establishment of project management committees, county compliance with the PIM framework, and developing and operationalizing a county investment dashboard with a citizen feedback interface (which is used to improve public investments). Additionally, it is expected that county assemblies will establish a fiscal bureau to strengthen the role of the legislatures in budget scrutiny and oversight. The relevant DLI under this KRA is on Participating counties that have established public investment management dashboards with citizen feedback mechanisms.

B. Objective

The overall objective of the consultancy is to support the design and development of the Performance Management Information System (PMIS) for County Governments. The platform will streamline and automate various components of performance management—ranging from planning and goal setting to progress tracking, evaluation, and reporting—to promote data-driven decision-making, transparency, and accountability.

C. Scope of Work

The Office of the Deputy Chief of Staff, Performance and Delivery Management in partnership with the Council of Governors will engage the consultant. The consultant will report to the Principal Administrative Secretary, PSPMU and the Council of Governors KDSP II focal person on a day-to-day basis.

The activity involves development of the PMIS aligned with the requirement for County Governments to achieve DLI 6 on enhancing accountability for results through implementation of an Integrated Performance Management Framework. The activities under this assignment will include and not limited:

- i) **Requirement Analysis:** Conduct workshops/ meetings with key stakeholders to gather requirements for the Performance Management Information System (PMIS). Analyse AS-IS and develop TO-BE process, additionally, the consultant will define the scope and objectives for the development of each PMIS modules identified for implementation and document the technical, functional, and integration requirements for each component
- ii) **System Design:** Consultant to develop a detailed design architecture that includes functional and technical specifications, database design, user interfaces, workflows, and integration points with other public financial management (PFM) systems where applicable.
- iii) **System Development and Integration:** Create the system based on the approved technical design.
- iv) **Testing and Validation:** Test and facilitate thorough testing of the system to validate its functionality, performance, and security. This includes conducting User Acceptance Testing (UAT) with key stakeholders, addressing any identified issues, and refining the system to meet user requirements fully
- v) **Training and Deployment:** Consultant to conduct super-user and end-user training for relevant staff at PSPMU and COG. Training materials and reference literature will be developed, alongside technical training for ICT staff.
- vi) **Support and Maintenance of the developed system:** The consultant will provide onsite support and guidance for users on the developed system, regularly updating the system with new features and security patches during the support period. Post-deployment, the consultant will offer warranty support for two (2) months, including bug fixes and system optimizations. This phase also includes knowledge transfer to PSPMU and COG ICT staff to ensure system sustainability and independent management moving forward

D. Duration of the Assignment

The assignment is envisaged to take a total period of four (4) calendar months from the contract commencement date. Three (3) months (requirements, design, development and deployment), one (1) months (Warranty support and eventual handover the assignment/project to the PSPMU operations team). The project will be carried out and supervised by the Principal Administrative Secretary, PSPMU. The consultant shall provide in the financial proposal the total price for all the activities. For each activity the consultant

shall list all costs associated with the assignment, including (a) remuneration and (b) reimbursable expenses. During the contract period, the consultant shall adhere to the original financial proposal without any modifications, including the proposed rates, costs for each cycle and the total price.

The assessment of the consultant's performance will depend on factors including, but not limited to, meeting the timelines specified in the contract, submission of accurate reports and meeting the contractual obligations stipulated in the signed contract. The assessment process is expected to be non-discriminatory, transparent, reliable and feasible against which the consultant's performance will be measured

E. Deliverables:

- i. **An inception report: outlining** the consultants' understanding of the assignment, the purpose and scope of the assessment as set out in the Terms of Reference, the methodology, and timelines.
- ii. Stakeholder Engagement Report: Documentation on discussions with key stakeholders, detailing identified performance tracking needs, challenges, and expectations for the PMIS.
- iii. **Progress Reports:** The consultant will provide following progress reports on development of the System Modules, User Manual and User Guides. The Modules include:
 - a) PC Preparation Module;
 - b) Negotiation Module;
 - c) Vetting Module;
 - d) PC cascading module;
 - e) Performance Monitoring and Reporting Module;
 - f) Performance Evaluation Module (Self & Moderation);
 - g) Mid-Year Performance Analysis Module;
 - h) Dashboards for Various Management Reports (the dash boards should be accessed by H.E the Governor, CECMs, Heads of County Entities);
 - i) A dash board on the performance of each County that can be access by the Council of Governors
 - j) Design and deploy a digitized and fully integrated SPAS module within the PMIS that supports:
 - i. Streamlined performance target-setting, mid-year and end-year performance reviews.
 - ii. Automated workflows for self-appraisals, supervisor evaluations, and optional 360-degree feedback.
 - iii. Performance dashboards and reports at individual, departmental, and county levels.
 - iv. Rewards and sanctions functionality, linking appraisal outcomes to recognition, promotion, improvement plans, or disciplinary action.
- iv. User acceptance testing (UAT) reports for the developed modules.
- v. Design and deploy a digitized and fully integrated

- vi. User and System Manuals
- vii. Support and maintenance for one (1) month.
- viii. **Final Report:** Detailing all inputs and the final deliverable(s).

F. Qualifications of Consultant

Specific qualifications

Educational Requirements	Experience required
<p>Master’s Degree in Computer Science or any other equivalent/relevant qualification from a recognized university. A doctorate degree in a relevant field will be an added advantage.</p>	<ul style="list-style-type: none"> (i) At least 15 years’ demonstrable consultancy experience in the public service on the field of IT; (ii) At least 5 years’ experience in software development or related field in information technology (IT); (iii) Demonstrated a high degree of competence in software development and application in performance management; (iv) A clear understanding of government operations; (v) A clear understanding of performance management framework, tools and its application in the public service; (vi) Extensive experience in development of similar Systems; (vii) Experience in data analytics and visualization tools (viii) Knowledge of relational databases (MySQL, PostgreSQL, SQL Server) and NoSQL databases (MongoDB, Firebase) for storing project performance metrics (ix) Demonstrated understanding of managerial and administrative capability in organizing and directing work; (x) Experience in developing performance management systems with responsibility controls and feedback loop;

Educational Requirements	Experience required
	(xi) Proven ability to work under tight deadlines; (xii) Proven ability to interact and work with diverse Kenyan people, partners and stakeholders; and (xiii) Excellent report writing skills.

G. Responsibilities of the client

The Client will avail all relevant documents to the consultants and will facilitate coordination with the counties. Documents to be provided by the client will include:

- i. Program Appraisal Document (PAD)
- ii. Program Operation Manual (POM)
- iii. Any other material considered relevant during the procurement process.
- iv. To provide quality control during implementation

H. Responsibilities of the Consultant

The Consultant shall be responsible for the provision of all the necessary resources and technical input to carry out the services. The Consultant is expected to undertake activities that will ensure that outputs are consistent with the professional and legal requirements.

I. Payment schedule

The total duration of the assignment will be not more than six (6) months from the date of signing the contract. The proposed payment schedules subject to the budget are based on satisfactory performance which will be negotiated with the successful consultant as presented in the following table:

S/No.	Deliverables	Timelines after contract commencement	Percentage of the contract amount
1.	An inception report , outlining the consultants' understanding of the assignment, the purpose and scope of the assessment as set out in the Terms of Reference, the methodology, and timelines.	July 2025	10%
2.	Progress reports , containing the following information: i. PC Preparation Module	August 2025	10%

	ii. Negotiation Module	August 2025	5%
	iii. Vetting Module	August 2025	5%
	iv. Performance Monitoring and Reporting Module	September 2025	5%
	v. Performance Evaluation Module (Self & Moderation)	September 2025	10%
	vi. Mid-Year Performance Analysis Module	September 2025	5%
	vii. Commitment Cascading	September 2025	5%
	viii. Dashboards for Various Management Reports	October 2025	10%
	ix. dash board on the performance of each County that can be accessed by the Council of Governors	October 2025	
	x. Staff Performance Appraisal Module that will be integrated with the Institutional Performance System – (CGPMIS)	October 2025	10%
	xi. User Manual	October 2025	1%
	xii. User Guides for all the Modules developed	October 2025	4%
	xiii. Warranty and Support		10%
3.	Final report , detailing all inputs and the final deliverable(s).	October 2025	10%

J. Management and accountability of the assignment

Performance and Delivery Management through Public Service Performance Management Unit is the client for the consultancy services. In terms of performance and deliverables, the consultant will carry out the assignment under the direction of, and report to the Deputy Chief of Staff, Performance and Delivery Management. The consultant shall work closely with Public Service Performance Management Unit to ensure timely delivery of the outputs. The World Bank, through the KDSP II National Program Coordination Unit (NPCU), will provide quality assurance to the outputs of the consultant.

K. Code of Ethics for the Consultant

A code of conduct/ ethics for the consultant will be signed prior to undertaking the assignment. The content of code of ethics will mainly focus on adhering to the procedures, integrity and anti-corruption issues.

(i) Collection and Collation of Documentary Evidence

The Consultant will collect and submit to the SDD all documentary evidence to substantiate the APA results in a format to be agreed with the client.

L. Confidentiality and Data Ownership

The consultant shall adhere to the Government of Kenya and the World Bank Data Privacy and Protection regulations and all the relevant confidentiality and data ownership laws and regulations of Kenya throughout the consultancy period and will protect the confidentiality of participating counties at all stages. All data is confidential and is the property of the State Department for Devolution. No data or other information from this consulting services contract will be released to third parties without the written prior approval of SDD. The consultant will provide all reports and deliverables in English. All documents are proprietary to and shall be collected and stored at the SDD for future reference. The consultant may not distribute any data collected under the APA process to any entity without express written prior approval from the Client.