



**REPÚBLICA DE CABO VERDE**

**MINISTÉRIO DAS FINANÇAS**

**Terms of Reference (ToR)**

**Government Change Management for Digital Transformation and Public System  
Modernization**

**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 (IDA Credit No. 7797-CV)**, 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 is guided by 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, digital identity, and people-centered public service delivery. The role of **NOSi E.P.E.** is fundamental in this ecosystem, as the steward of Digital Public Infrastructure (DPI), responsible for interoperability services, cloud infrastructure, registries, authentication and identity services, and shared government platforms.

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 **November 2025**, will serve as the main digital gateway for unified, transparent, and interoperable access to public services.

### **Fragmentation and Institutional Challenges**

Despite significant progress, Cabo Verde's digital governance ecosystem still reflects a **siloed institutional landscape**, where several ministries and agencies run their own service portals and digital systems — such as the **Justice Portal**, **Commerce Portal**, and **Maritime Portal**. These platforms operate with separate governance models, architectures, information flows, and user experiences.

This fragmentation:

- hinders interoperability and data-sharing;
- complicates the integration of services into the Single Portal;
- reinforces institutional boundaries and resistance to change;
- reduces efficiency and increases duplications;
- And undermines the transition to a coordinated Whole-of-Government model.

As a result, **organizational change, behavioral adaptation, and alignment of internal cultures** are critical prerequisites for successful implementation and sustained adoption of the Single Portal and related digital reforms.

### **Need for a Structured Change Management Program**

To ensure that public institutions and civil servants are prepared to adopt new digital processes, collaborate across ministries, and deliver services through an integrated and user-centric model, the Government requires a **comprehensive Change Management Program**. This program must support leadership alignment, cultural transformation, communication, capacity building, stakeholder engagement, and readiness for continuous improvement.

Within this context, the Government intends to engage a consulting firm to design and implement a **structured and results-driven Change Management Framework**, ensuring the behavioral, institutional, and cultural conditions necessary for the effective adoption and long-term sustainability of the Single Portal and the broader digital transformation agenda.

## **2. Objectives of the Assignment**

The overall objective of this assignment is to **design and implement an integrated Change Management Program** that enables public institutions to successfully transition to the Whole-of-Government model, adopt the Single Portal (gov.cv), and internalize the behavioral, cultural, and organizational practices required to sustain Cabo Verde's digital transformation agenda.



The Change Management Program shall support the implementation of Component 3 of the Digital Cabo Verde Project – Additional Financing, and ensure alignment with the national Digital Transformation Agenda, DPI governance requirements, the Digital Economy Strategy (EEDCV), and the Digital Governance Strategy 2021–2024 (EGDCV).

### **Specific Objectives**

The consultancy shall pursue the following specific objectives:

#### **1. Strengthen Organizational Readiness for Digital Transformation**

Assess institutional maturity, identify cultural barriers, and evaluate capabilities and leadership commitment across ministries and agencies.

The objective is to establish a baseline for guiding behavioral and institutional transformation.

#### **2. Promote Leadership Alignment and Whole-of-Government Collaboration**

Support senior officials, GDST, DNME, NOSi E.P.E., and sector ministries in aligning expectations, decision-making roles, and responsibilities necessary for coordinated delivery of digital services and effective use of DPI.

#### **3. Develop and Implement a Comprehensive Change Management Framework**

Design and operationalize a structured approach for managing change across government, covering people, processes, culture, communication, and service delivery transformation.

#### **4. Enhance Stakeholder Engagement and Multi-Level Participation**

Strengthen communication and engagement mechanisms for civil servants, institutions, citizens, businesses, and other relevant actors to facilitate awareness, participation, trust, and adoption of new digital services.

#### **5. Support Cultural Transformation and Adoption of the Single Portal**

Promote behavioral adaptation and a collaborative culture that enables institutions to transition from fragmented service delivery to unified, user-centered digital services through the Single Portal.



## 6. Build Institutional Capacity for Long-Term Change Management

Develop training programs, practical tools, and internal change champions to ensure that ministries and agencies can manage change autonomously and maintain continuous improvement beyond the assignment period.

## 7. Establish Monitoring Mechanisms to Track Adoption and Impact

Define indicators, tools, and reporting mechanisms to monitor progress in adoption, behavioral change, and service transition, ensuring alignment with the project's Results Framework and continuous learning.

### Result Intent

By the end of the assignment:

- Public institutions will demonstrate **higher readiness and capacity** to implement digital reforms.
- Leadership structures will be aligned around **Whole-of-Government digital transformation**.
- Civil servants will be **better informed, trained, and motivated** to adopt new digital processes.
- The Single Portal will be supported by an **effective change ecosystem** that reduces resistance and promotes sustained adoption.
- Government will have a set of **practical tools, trained teams, and mechanisms** for maintaining continuous transformation.



### 3. Scope of Work

The consulting firm shall design and implement a comprehensive **Change Management Program** to support the transition toward Whole-of-Government service delivery, ensure institutional readiness for the Single Portal, and strengthen the cultural, behavioral, and organizational foundations necessary for sustainable digital transformation in Cabo Verde.

The assignment includes all activities required to assess readiness, build leadership alignment, communicate transformation goals, strengthen capacity, promote behavioral change, support service transition, and monitor the adoption of new practices across ministries and agencies.

The scope shall include, but not be limited to, the following tasks:

#### 3.1 Change Readiness Assessment

The Consultant shall carry out a structured diagnostic to assess institutional capacity, cultural readiness, and behavioral gaps in ministries, agencies, and public institutions involved in the digital transformation process. This includes:

- Evaluating organizational culture, leadership commitment, and openness to change;
- Identifying resistance factors, behavioral constraints, and institutional silos;
- Mapping the current fragmented service delivery environment (e.g., Justice Portal, Commerce Portal, Maritime Portal), and its impact on Single Portal adoption;
- Assessing communication practices, digital literacy levels, and interinstitutional collaboration maturity;
- Establishing a baseline with measurable indicators to guide the Change Management Program.

**Output:** Inputs for the *Change Readiness Assessment Report*.

#### 3.2 Leadership, Governance and Alignment for Change

To ensure consistent and coordinated adoption, the Consultant shall:

- Facilitate leadership alignment sessions with GDST, DNME, DGTED, NOSi E.P.E., sector ministries, and public agencies;
- Define roles and responsibilities for institutional change agents and change champions;
- Support coordination mechanisms that reinforce shared accountability and Whole-of-Government operation;
- Promote institutional alignment with DPI components including digital identity, interoperability, cloud, and base registries.

**Output:** Inputs for the *Change Management Framework and Leadership Alignment Outputs*.



### **3.3 Stakeholder Mapping and Engagement Strategy**

The Consultant shall design a multi-level stakeholder engagement strategy that:

- Identifies internal and external stakeholder groups across the public administration, private sector, civil society, and user communities;
- Defines segmentation, influence/impact assessments, and targeted engagement approaches;
- Ensures alignment with ESCP requirements on participation, gender, and inclusiveness;
- Supports continuous communication and feedback loops between institutions and end-users.

**Output:** *Stakeholder Mapping and Engagement Plan.*

### **3.4 Change Communication Strategy and Implementation**

The Consultant shall develop a communication strategy that supports awareness, behavioral adaptation, and adoption of the Single Portal. This includes:

- Designing clear messages aligned with the digital transformation narrative;
- Coordinating communication with GDST to ensure unified messaging across ministries;
- Producing communication materials for civil servants, leaders, citizens, and businesses;
- Implementing awareness campaigns and internal communication initiatives;
- Ensuring that communication supports the reduction of siloed practices and promotes collaborative service delivery.

**Output:** *Change & Communication Plan* and supporting campaign materials.

### **3.5 Capacity Building and Change Enablement**

The Consultant shall develop and deliver training and capacity building efforts, including:

- Designing curricula and hands-on modules to improve digital readiness, change leadership, and user-centered service delivery;
- Conducting simulation workshops, practical exercises, and interactive sessions;
- Supporting the development of internal change agents and trainers;
- Providing tools and templates to support continuous learning and behavioral change across institutions.

**Output:** *Capacity Building Program* and *Training Materials Package.*



### 3.6 Support for Service Transition and User Adoption

To facilitate practical adoption of new digital services, the Consultant shall:

- Support transition of priority services to the Single Portal, including process adjustments and workflow transformation;
- Facilitate user testing, feedback sessions, and validation of user journeys;
- Provide change enablement guidance to ensure operational continuity during and after service migration;
- Help institutions reduce duplication, streamline processes, and reorganize responsibilities to align with Whole-of-Government requirements.

**Output:** *Change Enablement Report* and practical user-adoption support materials.

### 3.7 Monitoring, Evaluation and Learning

The Consultant shall develop mechanisms to track progress, monitor behavioral change, and evaluate adoption. This includes:

- Defining KPIs and metrics for readiness, communication reach, training outcomes, and adoption of the Single Portal;
- Establishing monitoring tools and reporting templates;
- Producing periodic progress reports and identifying risks, lessons learned, and recommended adaptations;
- Ensuring alignment with the Project's Results Framework.

**Output:** *Progress Reports* and *M&E Tools*.

### 3.8 Final Consolidation and Transition

The Consultant shall prepare a final synthesis that consolidates all change-management measures, lessons, and sustainability recommendations. This includes:

- Integration of change-management tools, frameworks, trainings, and communications into a unified reference package;
- Recommendations for long-term cultural transformation and continuous improvement;
- A sustainability plan ensuring that GDST, DNME, DGTED, NOSi E.P.E., and ministries can continue change efforts autonomously.

**Output:** *Final Change Management Synthesis Report* and *Sustainability Package*.



#### **4. Deliverables and payment schedules**

The consultancy shall follow a **Lump Sum** contract modality, with payments released exclusively upon satisfactory delivery and approval of outputs. All deliverables must be technically validated by the Government Digital Service Team (GDST) and the Directorate-General for the Digital Economy (DGTED), and approved for fiduciary compliance by the Special Projects Management Unit (UGPE).

Deliverables must be submitted in Portuguese and **English**, in editable format (Word, Excel, PPT), and accompanied by supporting materials (annexes, templates, training content, communication assets, etc.).

##### **4.1 Activities and Outputs**

The Change Management assignment produces eight (8) core deliverables corresponding to the logical sequence of activities outlined in Section 3. These deliverables are mandatory and constitute the basis for payment.

##### **Deliverable 1 – Inception Report**

**Related to Activities:** 3.1, 3.2

**Description:**

A detailed inception report including refined methodology, implementation schedule, stakeholder map, consultation plan, risk matrix, and alignment approach with GDST, DGTED and NOSi E.P.E.

**Purpose:** Establish a validated foundation for implementation.

##### **Deliverable 2 – Change Readiness Assessment Report**

**Related to Activities:** 3.1

**Description:**

A comprehensive diagnostic of institutional and behavioral readiness, including digital maturity, leadership alignment, communication gaps, resistance points, and siloed dynamics.

**Purpose:** Provide a baseline for targeted change interventions.

##### **Deliverable 3 – Stakeholder Mapping and Engagement Plan**

**Related to Activities:** 3.3

**Description:**





A full mapping of internal and external stakeholders, segmentation, influence analysis, engagement strategy, consultation mechanisms, and ESCP-compliant inclusiveness measures.

**Purpose:** Support broad involvement and coordinated engagement.

#### **Deliverable 4 – Change & Communication Plan**

**Related to Activities:** 3.4

**Description:**

A comprehensive communication strategy and implementation plan covering messaging, channels, audiences, materials, internal communication routines, awareness campaigns, and alignment with GDST, DNME, DGTED and NOSi E.P.E.

**Purpose:** Ensure awareness, clarity, and behavioral adaptation across institutions.

#### **Deliverable 5 – Capacity-Building Program Package**

**Related to Activities:** 3.5

**Description:**

Training curriculum, learning modules, trainer guides, simulation workshop materials, and practical tools supporting change leadership, digital readiness, and user-centered service delivery.

**Enhancement Included:**

*The program must simulate at least two (2) real use cases to test practical change-enablement and service-transition scenarios.*

**Purpose:** Strengthen long-term institutional capability.

#### **Deliverable 6 – Change Enablement Report**

**Related to Activities:** 3.6

**Description:**

Documentation of user adoption support, process adjustments, feedback analysis, user-testing results, updated workflows, and transition measures for selected services.

**Purpose:** Provide operational support for transitioning to the Single Portal environment.

#### **Deliverable 7 – Progress Report**

**Related to Activities:** 3.7

**Description:**



A monitoring and evaluation report summarizing implementation status, adoption indicators, communication impact, training results, risks, lessons learned, and recommended corrective measures.

**Purpose:** Ensure adaptive management and project alignment.

## **Deliverable 8 – Final Change Management Synthesis Report**

**Related to Activities:** 3.8

**Description:**

A consolidated final report including all validated tools, templates, communication materials, training outputs, M&E mechanisms, lessons learned, and a sustainability plan for post-project continuity.

**Purpose:** Support institutionalization and handover.

### **4.2 Deliverables, Timeline and Payment Schedule**

<b>Deliverable</b>	<b>Timeline</b>	<b>Payment</b>
1 – Inception Report	CS + Month 1	<b>10%</b>
2 – Change Readiness Assessment Report	CS + Month 2	<b>15%</b>
3 – Stakeholder Engagement Plan	CS + Month 3	<b>15%</b>
4 – Change & Communication Plan	CS + Month 4	<b>15%</b>
5 – Capacity-Building Program Package (incl. 2 use cases)	CS + Month 5–6	<b>15%</b>
6 – Change Enablement Report	CS + Month 6–7	<b>10%</b>
7 – Progress Report	CS + Month 7	<b>10%</b>
8 – Final Change Management Synthesis Report	CS + Month 8	<b>10%</b>

### **4.3 Payment Conditions**

Payments are strictly linked to approved deliverables. All deliverables must be **technically validated by the Government Digital Service Team (GDST) and the Directorate-General for the Digital Economy (DGTED)**, and approved for fiduciary compliance by the **Special Projects Management Unit (UGPE)**. Deliverables must meet the quality standards defined during inception. Incomplete deliverables will not trigger payment.



## 5. Institutional Arrangements and Coordination

The assignment will be implemented under the **technical coordination** of the **Government Digital Service Team (GDST)**, under the Prime Minister's Office, which will guide the overall implementation of the Change Management Program and ensure alignment with the national Digital Transformation Agenda and the rollout of the Single Portal (gov.cv).

The **Directorate-General for the Digital Economy (DGTED)** will play a complementary technical role, ensuring coherence with the national Digital Economy Strategy, cross-sector coordination priorities, and policy alignment across ministries and public institutions.

The **Special Projects Management Unit (UGPE)** will ensure **fiduciary oversight**, contract management, compliance with World Bank procedures, and the administrative approval of deliverables and payments.

The consulting firm will work in close collaboration with:

- **NOSi E.P.E.**, as the operational steward of Digital Public Infrastructure (DPI),
- **ARME**, for regulatory matters and digital trust services,
- **CNPD**, for data-protection and privacy alignment,
- **Sector ministries and public agencies**, especially those transitioning services to the Single Portal.

A **Steering Committee**, chaired by the Prime Minister's Office and composed of GDST, DGTED, DNME, UGPE, NOSi E.P.E., ARME, CNPD and selected ministries, will:

- validate key deliverables,
- monitor institutional alignment,
- facilitate interinstitutional coordination, and
- address strategic or cross-sector challenges that may arise during implementation.

Regular coordination meetings will be organized between the consulting firm, GDST and DGTED, with participation from UGPE as required, to:

- review progress against the work plan,
- validate intermediate outputs,
- identify dependencies and constraints, and
- ensure consistency with Whole-of-Government change-management priorities.

All deliverables shall be **technically validated by GDST, DNME and DGTED**, and **approved for fiduciary compliance by UGPE**.



## 6. Contract Type and payment Schedule

The consultancy will be implemented under a **Lump Sum** contract in accordance with the World Bank Procurement Regulations. Payments will be made **solely upon satisfactory delivery and approval of outputs**, following the deliverables and percentages defined in Section 4.

All deliverables must:

- be **technically validated** by the **Government Digital Service Team (GDST)** and the **Directorate-General for the Digital Economy (DGTE)**, and
- be **approved for fiduciary compliance** by the **Special Projects Management Unit (UGPE)** prior to payment.

Deliverables must follow the quality standards, structure, and submission formats agreed during the inception phase. Partial or incomplete deliverables will not be accepted.

Payments will be processed upon:

1. formal validation of the deliverable by GDST and DGTE,
2. submission of all required supporting materials, and
3. fiduciary clearance issued by UGPE.

All outputs must be submitted in Portuguese and **English**, in editable digital format (Word, Excel, PowerPoint), including annexes, templates, datasets, and materials required for implementation.

## 7. Duration

The total duration of the assignment shall be **eight (8) months** from the date of contract signature.

This period encompasses all phases of the Change Management Program, including:

- inception and detailed planning,
- institutional and behavioral diagnostics,
- stakeholder engagement and communication design,
- capacity-building activities,
- change enablement and user-adoption support,
- monitoring and reporting, and
- preparation of the final synthesis and sustainability package.

The sequencing of activities and intermediate milestones will be detailed and validated in the **Inception Report**, which will guide the month-by-month implementation schedule.



## 8. Qualifications and team composition

The consulting firm must demonstrate solid experience in **organizational change management, institutional transformation, digital government adoption, and capacity-building programs** within the public sector. Experience working in developing countries or small island states, as well as previous engagement in **World Bank-funded operations**, will be an advantage.

The firm should have successfully completed at least **two assignments of similar scope and complexity**, involving large-scale change management, digital transformation, communication strategies, or Whole-of-Government adoption processes. To enhance contextual understanding and ensure sustainability, the firm may associate with national institutions, including **local academic or research entities**, or digital-governance actors.

Depending on the firm's methodology, additional specialized experts may be proposed—such as a **Behavioral Scientist, User-Experience Advisor, or Gender and Inclusion Specialist**—to strengthen the team's ability to address institutional culture, user behavior, inclusivity, and cross-sector adoption dynamics.

The firm shall mobilize an international and local technical team comprising, at a minimum, the following profiles:

**The proposed team shall include, at a minimum, the following key experts:**

### **Team Leader / Change Management Expert**

- Advanced degree (Master's or higher) in Public Administration, Organizational Development, or Digital Transformation;
- minimum of 10 years of experience in managing institutional change and transformation programs in the public sector;
- proven experience of leading complex institutional-change assignments in digital government or e-Government initiatives, Projects implementing single portal and whole-of-government principles;
- demonstrated leadership and stakeholder management skills;
- fluency in English and Portuguese required.

### **Expected Role:**

Provide overall coordination, ensure methodological coherence, represent the team in



coordination meetings with UGPE and GDST, and ensure quality assurance of all reports and deliverables.

### **Communications and Stakeholder Engagement Specialist**

- University degree in Communications, Social Sciences, or related field;
- at least 8 years of experience in strategic communications and public engagement; proven capacity to design and implement digital communication campaigns;
- excellent writing and presentation skills;
- demonstrated leadership and stakeholder management skills;
- fluency in English and Portuguese required.

#### **Expected Role:**

Lead preparation of the Change & Communication Plan, coordinate media and awareness activities, support stakeholder consultations, and ensure coherence with the Government's communication standards.

### **Capacity-Building and Training Specialist**

- University degree in Human Resource Development, Education, or Behavioral Sciences;
- at least 7 years of experience in designing and delivering capacity-building and institutional training programs; familiarity with digital learning tools and methodologies.
- excellent writing and presentation skills;
- demonstrated leadership and stakeholder management skills;
- fluency in English and Portuguese required.

#### **Expected Role:**

Design and implement the Capacity-Building Program, facilitate workshops, and coordinate with institutional focal points for training replication and follow-up evaluation.

### **Organizational Development and Change Enablement Expert**



- Degree in Management, Public Administration, Organizational Psychology, or related fields.
- Minimum **7 years of experience** supporting organizational restructuring, workflow redesign, and user-adoption processes in the context of digital transformation.

**Expected Role:**

- Support service transition, process adjustments, and workflow transformation;
- Facilitate user-testing, feedback loops, and change enablement;
- Help institutions identify and address siloed practices.

**Monitoring and Evaluation (M&E) Specialist**

- Degree in Economics, Statistics, or related field;
- minimum of 7 years of experience in monitoring and evaluation of public sector or development programs;
- proven skills in developing performance indicators, behavioral metrics, and change measurement tools.

**Expected Role:**

Develop and maintain the change-management M&E framework, track key performance indicators, support the preparation of Progress Reports, and provide analytical input for decision-making.

**Language Requirements**

All experts must be fully fluent in **English and Portuguese** (spoken and written), ensuring effective communication, facilitation, and consultation with national stakeholders.

**9. Reporting and Supervision**

The consulting firm will report **technically** to the **Government Digital Service Team (GDST)** under the Prime Minister's Office, and to the **Directorate-General for the Digital Economy (DGTED)** for alignment with national digital economy priorities, cross-sector coordination, and policy coherence. Technical reporting will include regular updates, submission of deliverables, participation in review meetings, and presentation of findings.

The **Special Projects Management Unit (UGPE)** will provide **fiduciary oversight**, ensuring compliance with the World Bank Procurement Regulations, contract management requirements, and verification of deliverables prior to payment authorization.

Supervision will be carried out through:



- **Regular coordination meetings** with GDST and DGTED to review progress, validate intermediate deliverables, and address any implementation constraints;
- **Consultative workshops** with key stakeholders (GDST, DGTED, NOSi E.P.E., ARME, CNPD, sector ministries) during key stages of the Change Management Program;
- **Written progress updates** aligned with the monitoring framework established under Deliverable 7.

All reports and deliverables shall be submitted in **English**, in editable digital format (Word, PowerPoint, Excel), unless otherwise agreed during the inception phase. Portuguese will be used as the working language for stakeholder consultations and validation workshops.

Final approval of deliverables follows a two-step process:

1. **Technical validation** by **GDST and DGTED**, confirming accuracy, relevance, and alignment with institutional priorities;
2. **Fiduciary clearance** by **UGPE**, confirming compliance with contract obligations and quality standards required for payment.

## **10. Ownership and Confidentiality**

### **10.1 Ownership of Outputs**

All reports, tools, training materials, communication assets, analytical products, and any other deliverables produced under this assignment shall become the **exclusive property of the Government of Cabo Verde**.

The consultant may not reproduce, publish, distribute, or use any part of these materials for purposes unrelated to this assignment without prior written authorization from the Government, through UGPE and the Prime Minister's Office.

### **10.2 Confidentiality**

The consulting firm and all team members must maintain **strict confidentiality** regarding any information, documents, data, or institutional insights obtained during the execution of the assignment.

No information may be disclosed to third parties without written approval from UGPE and GDST.

Confidentiality obligations extend beyond the completion of the contract.

## **11. Expected Impact**

The implementation of this Change Management Program will:





- Accelerate the modernization of the Public Administration through the effective adoption of Digital Public Infrastructure (DPI) and the principles of whole-of-government, once-only, single portal and people-centered service design.
- Enhance trust, efficiency, and interoperability in service delivery across institutions.
- Empower civil servants and leadership to drive digital innovation and organizational excellence.
- Foster a culture of collaboration, accountability, and inclusiveness, enabling sustainable public sector transformation.
- Strengthen digital readiness and public value, ensuring that Cabo Verde's digital governance model becomes resilient, people-centered, and future-proof.