I. Background

In view of a number of public financial management reforms being undertaken and spearheaded by the Office of the Accountant General (OAG), an organizational review was conducted to provide new structures that would help the OAG to deliver its legal and operational mandate.

The OAG mandate involves the production of timely, reliable and accurate financial management information for Government and the Control and safeguard of the FGS public funds and resources. Core functions of the OAG include:

- Overseeing operations of Financial Management Systems across FGS MDAs
- Production of timely, accurate and reliable financial management information
- Developing and overseeing public resources and expenditure frameworks and policies
- Maintaining and managing public accounts and the debt register
- Management of fiscal data for Government Departments and Agencies

To carry out the above functions, the restructuring of the OAG has established seven departments. The seven departments are: External Assistance and Fiduciary Section (EAFS); Treasury Management; Public Sector Accounts and Reporting; Internal Control & Compliance Advisory; Finance, Administration and Personnel; and the Financial Management Systems. Each department is headed by a Director. The FGS intends to hire a Consulting Firm (hereafter the Consultant) for the design, development and implementation of EODMS, Cash Management and Forecasting System and EMIS – AD.

In order to support the effective implementation of OAG restructuring strategy and enable the OAG to perform its duties efficiently and effectively and therefore deliver on its mandate, the OAG has considered it necessary to leverage on technology to help the OAG become more efficient, organized and also strive to create a paperless office environment which should lead to cost savings on paper and also help create digital / electronic copies of the current manual records in the OAG custody for safety and future reference. Through this automation it is expected that the OAG will able to perform its duties more efficiently and effectively and also be able to move towards a paperless office environment.

The term “paperless office” refers to a work environment in which the use of paper is eliminated or greatly reduced. This is accomplished by converting documents and other papers into digital form.

Also included in the functions of the OAG is the preparation of national forecasts to support the cash management and commitment control system of the Federal Government of Somalia (FGS)
and this involves the preparation of cash forecasts, expenditure cash plans and the issue of budget allotments and expenditure warrants. Currently a cash management database comprising excel tables is in use by the Cash Management Unit to prepare the cash forecasts; The excel tables are characterised by the following weaknesses;

a. Lack of complete details relating to assumptions underlying the cash forecasts;

b. Fragmented standalone excel tables with limited access to all authorized users;

c. Lack of an online facility for the sharing of required data from the MDAs;

d. Limited reports;

e. Limited ability to support extended analysis through “what if analysis”;

f. Inadequate back-up process;

g. Managing access rights; and

h. Lack of facility to track all the forecasts made and variances overtime.

The OAG would like to address the foregoing challenges and intends to design, develop and implement a Cash Management system/database that will enable the Cash Management Unit (CMU) of the Office of the Accountant General to perform its duties and responsibilities more efficiently and effectively. The database is expected to be integrated as SFMIS functional module. The consultant therefore will take lead in designing the requisite business processes, statement of user requirements, process flows, system documentation, support in deployment and automation and user training materials.

Finally, and for the proper provision in the safe keeping of all public moneys, receipt books/forms, stamps, securities and valuable documents, the OAG intends to design, develop and implement an Electronic Management Information System for Accountable Documents controlled by the Office of the Accountant General to ensure that all such documents are properly managed and accounted for.

II. Objective of the assignment

The main purpose of the assignment is to design, develop and implement 1) an electronic office document management system (EODMS) to enable the OAG to perform its duties more efficiently and effectively and also be able to move towards a paperless office environment, 2) a Cash Management system/database that will enable the Cash Management Unit (CMU) to perform its duties and responsibilities more efficiently and 3) an Electronic Management Information System for Accountable Documents (EMIS – AD) controlled by the Office of the Accountant General to ensure that all such documents are properly managed and accounted for.

III. Scope of work

The activities under this assignment include but not limited to the following:
a. **Development of the system:** The consultant shall design, develop and implement: 1) an enterprise Electronic Office and Document Management System (EODMS)/solution for the Office of the Accountant General, 2) Cash Management system/database and 3) an Electronic Management Information System for Accountable Documents controlled by the Office of the Accountant General. He or she will be required to understand the requirements of the users and accordingly develop the system to meet their needs. This shall also involve confirming and documenting key processes and details of the system together with a work plan of development, testing, implementation and training.

b. **Technical support and maintenance of the system:** The consultant will be required to maintain the system and provide all the necessary technical support to the end users.

c. **Training:** The consultant will be required to train all users for the smooth operation of the system. Reinforcement training shall also be undertaken on an ongoing basis.

IV. **Functionalities of the desired EODMS solution**

The functional requirements for the EODMS shall include but not limited to the following:

1. **Document Management and E- Filing**
   a. The OAG receives and sends out a lot of official communication and documentation. Considering the increasing use of space for filing, the system should provide a facility for e-filing of all communications and documentations relating to the Office of the Accountant General including official letters, memos and key internal working documents for the OAG departments such as manuals, procedures, laws and regulations. Accordingly, the system should facilitate the office process automation including, memos, letters, statements, and notifications among others.

   b. As part of the electronic filing facility, the system shall provide a function to generate the reference numbers for official communications of the Accountant General automatically and also allow access to only authorized users.

   c. Support various file formats including pdf, word, excel, tif, jpeg etc.

   d. Should support work flow configurations and management. The work flow shall allow the automation of business processes and operations of the OAG.

   e. Should support electronic document versioning in case the electronic document is edited as it moves from one level to another.

   f. Support scanning of records directly into the system in various formats with various scanning technologies.

   g. Allow integration with other systems such as the SFMIS etc.
h. Electronic retrieval and management system including audit tracking on documentation access.

V. Functionalities of the desired cash management solution

The functional requirements for the cash management database/cash forecasting tool shall include but not limited to the following:

a. Provide a cash forecasting User interface/form for MDAs to enter cash forecast data on revenues and expenditure.

b. Uploading into the database and monitoring daily balances of FGS and MDA bank accounts included in the TSA.

c. Build a cash forecast model that will compile and analyze actual revenue and expenditure, macroeconomic data, historical cash flow patterns, known dates of large revenue and expenditure payments, forecast data submitted by MDAs, and past cash forecasts produced by the CMU. This shall involve:

- The model should allow various parameters and assumptions to be used.
- Establishing the behavioral or technical relationships, and exogenous variables\(^1\) for the different types of government revenue and configuring such relationships in the system. It should be possible to update the relationships.
- A large part of government expenditure –mainly the discretionary elements –is determined in budgeting discussions with the MDAs and captured in their spending plans. The agreed spending plans are therefore the basis for the MDA annual budgets and for purposes of the cash management forecasts the same plans shall be used as may be updated.

d. Analysis of errors in both MDAs’ and national cash forecasts

e. Generation of a variety reports that will include:

- Annual revenue and expenditure assessments, broken to monthly segments, with each monthly position consistent with the agreed budget principles i.e. cash balance.
- A monthly update of the revenue and expenditure assessment.
- A monthly forecast of cash balances, receipts and payments
- A quarterly report on the cash position of the budget
- Various analytical reports.

f. Allow integration with other systems such as the SFMIS, EODMS etc.

\(^{1}\) A full description and listing of all the equations for the modeling of the different types of government revenue.
General requirements/characteristics of the desired system shall include but not limited;

a. The system should rely on a strong, reliable and relational database which is easy to maintain and get support;

b. The system should be enterprise web-based system/solution that can be accessed online from anywhere over the network or internet;

c. The system should support e-library to ensure e-filing;

d. The system should be accessible simultaneously by at least 20 people;

e. The system should have supervision capabilities allowing different rights to different users;

f. The system should be flexible and allow customization of parameters by adding additional values and ability to assign them;

g. Ability to store information for long period;

h. Ability for user to generate wanted reports (not pre-configured) basing to parameters and values specified; and

i. The system to provide dashboards of summarised information as may be required.

VI. Functionalities of the desired EMIS -AD solution

The functional requirements for the EMIS – AD solution shall include but not limited to the following:

g. Creating and Updating Inventory items for the receipt books and other accountable documents; This shall include;

   • The system should provide for an integrated standard form for the requisitioning staff to request for new receipt books/documents and forward the requests to the relevant authority in the OAG for approval (or rejection) and issuance;

   • It should be possible to attach a personal digital signature to identify source for preparing, reviewing and approval of the request.

h. Planning and Forecasting of Inventory Items for the receipt books/forms and other accountable documents.

   • The system should be able to show the previous year’s utilization of inventory items to enable the OAG to forecast the current and future demands. It should be
possible to use inventory utilization reports for this;

- The system should be able to determine the minimum and maximum stock levels and should have controls to prevent unauthorized modification to the Minimum and Maximum stock levels once these are determined and set in the system;

- The system should have mechanism in place to ensure that requisitions for receipt books/valuable documents cannot be made once the stock has reached the minimum amount. A notification should be sent to the Logistics and Maintenance Officer when the threshold is about to be breached. A notification should be sent to the relevant authority when the threshold is about to be breached so as to initiate the procurement process;

- The system should support the determination of lead times and economic order quantities for the receipt books and other accountable documents.

i. **Order Fulfilment/ Stock Replenishment**

- The system should support the preparation of a purchase requisition with all the relevant details;

- The system should attach a personal digital signature to identify source for preparing and submitting the purchase requisition;

- The system should enable the stores to receive the receipt books/forms requisitioned for and a Goods Received Note generated from the system for the quality delivered and received. All details such serial numbers of the forms/documents received must be captured in the system so that they can be tracked;

- The system should update the stock registers automatically for all receipts.

j. **Stocks Issues**

- The system should allow for the revenue collectors/accountants to make their requisitions online for approval and action;

- The system should ensure proper accountability of the quantity that was previously issued and replenishment shall be done on an imprest basis;

- The system should allow for the approval of the requisitions online;

- The approved requisition should be communicated to the stores online;

- Stock register should be updated automatically once the stock items are issued. Concurrently the stock register of the revenue collector/requisitioning staff should be updated.

k. **Issue/utilisation of the receipt books/accountable documents by the revenue collectors/requisitioning staff**

- The system should allow for the revenue collectors/accountants to update their stock ledger as the receipts are issued. The update should be able to capture and
track the serial number, the payer and amount paid;

- It should be possible to update the register with cancelled receipts that shall be retained in the receipt books for purposes of accountability;
- The system should enable the revenue collectors to prepare their returns of the receipts utilized online with all the relevant information;
- The system should link the returns with requisitions to replenish the stocks for the receipt books.

1. **Reporting and Period end Processing**

- The system should support both the Office of the Accountant General and the individual revenue collectors to undertake physical stock count and prepare stock sheets; The stock taking sheets should be prepared in from the system with all the necessary details including the serial numbers of the receipt books/documents;
- The physical stock report should be prepared using the system; The report should outline the movements and balances of each type of accountable documents at both levels of the Office of the Accountant General stores and the individual revenue collector/requisition staff;
- The physical stock report should be able to highlight obsolete items/lost/cancelled forms etc;
- The system should have controls to ensure that adjustments are only prepared for the items highlighted in the physical stock report;
- The system should be able to provide all the relevant reports including stock reports/registers showing for each type of accountable documents, the inflows (procurements/requisitions), outflows (issues) and the closing balance.

m. **General requirements/characteristics of the desired system**

Shall include but not limited;

- Allow integration with other systems such as the SFMIS, EODMS etc;
- The system should rely on a strong, reliable and relational database which is easy to maintain and get support;
- The system should be enterprise web-based system/solution that can be accessed online from anywhere over the network or internet;
- The system should support attachment/uploading of documents;
- The system should support reading and printing bar- and QR-codes;
- The system should allow linking the OAG records and the records of the individual revenue collectors;
- The system should link serial numbers of the receipt forms/books with the SFMIS receipts, payers and amounts paid;
- The system should be able to automatically generate procurement and requisition alerts on the basis of alert levels set for individual types of the accountable documents;
- The system should be accessible simultaneously by at least 30 people;
- The system should have supervision capabilities allowing different rights to different users;
- The system should be flexible and allow customization of parameters by adding additional values and ability to assign them;
- Ability to store information for long period;
- Ability for user to generate wanted reports (not pre-configured) basing to parameters and values specified; and
- The system to provide dashboards of summarized information as may be required.

VII. Installation:

a. Under this task, the individual should work with SFMIS department for hosting of the application and ensuring security of the application.

b. The consultant shall develop and share the user acceptance tests, conduct all possible tests (stress tests, compatibility tests, negative tests, etc…) which should be documented.

VIII. Training and support

Training and reinforcement training for authorized staff shall be conducted by the consultant. He or she shall provide technical support to the users and also carry out the necessary maintenance of the system. The consultant will provide technical support in the establishment user support center.

IX. Experience of the consultancy firm

The Accountant General wishes to recruit a firm who shall field a team with the following skills and experience;

a. Have experience in the development and implementation of: 1) Enterprise Electronic Document Management Systems, 2) Cash management systems and 3) Stock management systems and particularly those involving accountable and value documents. At least two (5) references of work done should be provided;
b. Have systems designing, systems analysis and application development skills;

c. Be a technology management and planning expert with prior experience in business process re-engineering and developing strategic information system architectures and plans preferably for government management systems;

d. Be a business system management and planning expert with prior experience in developing strategic information technology architecture and plans for government management systems;

e. Be familiar with quality assurance processes and systems;

f. Be familiar with issues of information technology and communications standards and configuration and current practices and technology trends;

g. Be thoroughly familiar with database management; and

h. Be skilled in issues surrounding the use of package-based solutions.

X. Minimum qualifications of the IT consultant(s) to be fielded by the firm

a. Bachelor's degree in an IT related discipline such as Computer Science, Statistics, Mathematics, Physics, Business Administration. Specialized Database Administration training and qualifications for common large RDBMSs e.g. Oracle, SQL are a must.

b. Possession of relevant Post - graduate qualification.

XI. Deliverables and output

The IT consultant will document the key documents management system statement of user requirements, end to end business processes, process flow diagrams, implementation roadmap including post-implementation support.

The main deliverables under the assignment shall be a fully functioning: 1) Enterprise based Electronic Office and Document Management System (EODMS)/solution, 2) Cash management and forecasting system and 3) Electronic Management Information System for Accountable Documents (EMIS – AD) controlled by the Office of the Accountant General with the system installed, tested and gone live with office business processes automated.

XII. Reporting

The consultant shall report to the Accountant General or her designate for assignment implementation and will be required to provide;

a. An Inception Report and detailed work plan including the project implementation plan.
b. Monthly progress Reports and tasks planned, tasks completed, pending tasks, challenges encountered and measures to mitigate challenges experienced.

c. A final Report on completion of the Assignment

d. System documentation

XIII. Duration of the assignment and location

a. The IT Consultant will be hired for a period of 12 months each renewable based on satisfactory performance.

b. The assignment will be undertaken in Mogadishu, Somalia and based at the Office of the Accountant General.

XIV. Language

The system is expected to be developed, installed and have training manual written in both Somali and English.

XV. Data, local services, personnel, and facilities to be provided by the Government

The Accountant General will avail suitable counterpart staff to closely work with the consultant. The AG will also provide all necessary documents, office space and furniture to facilitate the task of the consultant.

XVI. Duty Station:

The duty station shall be Office of the Accountant General, Mogadishu – Federal Government of Somalia (FGS).