



INTERNATIONAL INSTITUTE FOR DEMOCRACY AND ELECTORAL ASSISTANCE

ANNEX B

TERMS OF REFERENCE TO

Options Study on Reforming the Mozambican Election Management Structure and its Election Results Management Process

1. Background

Mozambique has held regular multiparty elections since the early 1990s, following the adoption of a new Constitution that established a democratic and pluralistic political system after years of armed conflict. Over the past three decades, successive electoral cycles have consolidated the country's formal democratic framework, including the creation of election management bodies (EMBs) and the gradual strengthening of electoral laws and procedures. These processes have contributed to a measure of political stability and institutional continuity, even amid significant challenges related to inclusivity and competitiveness.

Despite this progress, Mozambique's electoral governance continues to face persistent and systemic constraints. Observers and domestic stakeholders have repeatedly raised concerns regarding the independence, transparency, and operational capacity of EMBs, as well as the credibility of results management processes. Contested outcomes, allegations of irregularities in vote tabulation, and the absence of robust mechanisms for independent verification have contributed to public skepticism and eroded trust in electoral institutions. These challenges are further compounded by limited institutional coordination, weak digital infrastructure for data transmission, and the insufficient professionalization of electoral administration at provincial and district levels.

Moreover, the broader governance environment influences electoral management performance. Political polarization, limited inclusiveness in decision-making, and the uneven participation of women, youth, and persons with disabilities reflect deeper structural issues in the political system. The 2023–2024 electoral cycle, in particular, highlighted these weaknesses, with national and international observer missions calling for comprehensive reforms to reinforce transparency, accountability, and inclusivity throughout the electoral process.

Against this backdrop, International IDEA, through its Supporting Democratic Governance in Mozambique (SDGM) Programme funded by the European Union, seeks to commission an Options Study to examine feasible reform pathways for Mozambique's electoral management structures and election results management processes. The study will identify actionable and evidence-based options for enhancing the impartiality, efficiency, and credibility of electoral governance, and for strengthening public confidence in the country's democratic institutions.

2. Objectives

The overall objective of this study is to generate actionable options and recommendations for reforming Mozambique's election management structure and results management process.

Specific objectives are to:

1. Assess the current institutional framework governing election management in Mozambique.
2. Review the performance and challenges of existing EMBs and results management processes in recent elections.
3. Identify comparative models and good practices from other contexts relevant to Mozambique.
4. Develop reform options for an election management body and a results management process that enhance their integrity, independence, professionalism, transparency, inclusivity, and efficiency.
5. Provide recommendations for legal, institutional, technological, and procedural reforms.

3. Scope of Work

- Institutional Assessment: Review the legal, constitutional, and institutional framework of Mozambique's EMBs, including mandate, composition, appointment processes, structure, and internal and external accountability mechanisms.
- Results Management Analysis: Examine the processes for vote counting, tabulation, transmission, verification, publication, and dispute resolution.
- Comparative Review: Identify and analyse regional and international best practices in EMB design and results management.
- Stakeholder Consultations: Engage with key stakeholders, including political parties, civil society, electoral authorities, judiciary, academia, and international partners.
- Reform Options: Propose reform scenarios, assessing their feasibility, political acceptability, and potential impact.
- Recommendations: Provide clear, evidence-based recommendations with short- and medium-term reform options.

4. Deliverables

- Inception Report – including methodology, final workplan, outline and key guiding questions.
- Interim Report – presenting stakeholder mapping, analysis and diagnostic of current EMB and Election Results Management System (ERMS) -legal, political, technical-, comparative models, reform scenarios, and preliminary recommendations.
- Final Report – comprehensive study including background, findings, reform options, and recommendations.

5. Methodology, Duration and Timeline

Please propose a methodology to respond to the scope of work and deliverables above, including an indicative workplan with timeline. The assignment is expected to start immediately upon signing of contract and take place over a period of 3 months up to final report submission and approval.

6. Expertise Required

6.1. General Required experience:

- (i) This assignment is expected to be carried out by a team of up to four (4) experts, one of whom will serve as the Team Leader.
- (ii) The team must collectively demonstrate strong expertise, skills and experience in electoral systems and EMB design, EMB reform, election results management systems (ERMS) design and/or management, comparative studies, and report writing.
- (iii) Knowledge and experience of the Mozambican electoral context is a strong advantage.

Fluency in English is required, and at least one team member with fluency in Portuguese is strongly desirable.

6.1.1. Team Composition and Minimum Qualifications

1. Team Leader must have:

- (i) Advanced university degree (master's or higher) in Political Science, Public Administration, Law, Governance, or a related field.
- (ii) Minimum of 10 years of professional experience in electoral system reform, EMB institutional design, or election results management.
- (iii) Demonstrated experience in leading multi-disciplinary teams in analytical or reform-oriented assignments.
- (iv) Proven experience in conducting comparative studies and developing reform options for electoral management bodies or election systems.
- (v) Excellent analytical, coordination and report writing skills, with a proven record of producing technical or policy reports for international organizations or governments.
- (vi) Fluency in English (written and oral).

2. The expert or experts in Electoral Systems / EMB Reform must have:

- (i) Advanced degree in Political Science, Public Policy, Law, or a related discipline.
- (ii) Minimum of 7 years of experience in electoral system design, EMB reform, or related governance reform processes.
- (iii) Demonstrated experience in comparative institutional analysis and formulation of reform recommendations.
- (iv) Familiarity with international standards and good practices in electoral management and institutional design.
- (v) Fluency in English required.

3. The expert or experts in Election Results Management Systems (ERMS) / Information and Communication Technology (ICT) must have:

- (i) Degree in Computer Science, Information Systems, or related technical field.
- (ii) Minimum of 7 years of professional experience in the design, management, or assessment of election results management systems or other large-scale ICT systems in the electoral domain.
- (iii) Demonstrated understanding of data integrity, transparency, and cybersecurity considerations in electoral technology.

- (iv) Experience working with Election Management Bodies (EMBs) or electoral stakeholders on ICT reform or system development.
- (v) Fluency in English required.

7. Management and Reporting

The team will report to International IDEA's Mozambique Country Team, with technical oversight from International IDEA's Electoral Processes Team.

8. Cost Proposal

The assignment is estimated to take a total of 90 person-days. However, a different total level of effort may be proposed with a strong justification.

The cost proposal should include daily rates and reimbursables such as visa costs and ground transportation from home to airport and airport to home in the home country. The list of fees/rates and cost of reimbursable expenses should be tax inclusive according to the Mozambican fiscal laws. International travel costs such as international airfares, and accommodation and per diems in Maputo, as well as interpretation and translation costs, will be covered directly by International IDEA and should not be included in the cost proposal.