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REQUEST FOR PROPOSALS · CONSULTANCY

WAJIBIKA KIDIGITALI PROJECT

Terms of Reference

Consultancy Services for the Design, Development, Deployment and Maintenance of the **Wajibika Kidigitali AI Platform, WhatsApp Chatbot and Inclusive Community Mobile Database**

CONTRACTING ORGANISATION

WAJIBU - Institute of Public Accountability (WAJIBU)

GEOGRAPHICAL FOCUS

Morogoro and Mtwara Regions, Tanzania

ISSUE DATE

14 November 2026

SUBMISSION DEADLINE

Before 28 November 2026

1 Background and Context

WAJIBU - Institute of Public Accountability (WAJIBU) is an NGO registered under the NGO Act No. 24 of 2002 (Reg. No. 00056). In Zanzibar, it is registered under the Business Entity Registration Act No. 12 of 2012 (Reg. No. Z0000218312). WAJIBU was founded to foster transparency and accountability in the collection and use of public resources in Tanzania. In particular, the Institute believes that mobilizing public engagement with duty-bearers on issues of public accountability and good governance is key in consolidating the accountability levels achieved so far in the country for future economic growth. To realize its purpose, WAJIBU's initiatives focus on increasing citizens' engagement and access to information on public financial management issues through simplification of oversight institution reports, building the capacity of those involved with public financial management reforms and conducting research to support evidence-based advocacy in Tanzania.

From July 2026 to November 2027, WAJIBU, in collaboration with Policy Forum (PF) is undertaking the Wajibika Kidigitali Project from July 2026 to November 2027, funded by the Royal Norwegian Embassy in Dar es Salaam. The project seeks to strengthen transparency, inclusive citizen participation and public oversight in the management of public resources, and to improve public financial accountability, citizen-led anti-corruption efforts and public service delivery in Tanzania.

The project is being implemented in Mvomero and Kilosa Districts in Morogoro Region, and Mtwara District Council and Mtwara Municipal Council in Mtwara Region. It prioritises women, youth, persons with disabilities, underserved communities, Community Accountability Champions (CACs), CSOs, media actors and local government stakeholders.

Under Output 1.2, the project will establish open-data-access and civic-tech accountability platforms to improve citizens' access to public financial information. WAJIBU therefore invites qualified and experienced firms or individual consultants (as applicable) to submit technical and financial proposals for the design, development, deployment, integration, training, maintenance and technical support of the Wajibika Kidigitali AI platform, WhatsApp chatbot and inclusive community mobile database.

2 Objectives of the Assignment

The overall objective of this assignment is to develop and operationalise an integrated, user-friendly, inclusive and secure digital accountability solution that enables citizens to access, understand and use public financial and accountability information, engage with accountability content and receive relevant information through digital and mobile communication channels.

Specifically, the consultant shall:

- Design, develop and deploy the Wajibika Kidigitali AI platform to provide simplified, reliable and citizen-friendly information on public finance, taxation, anti-corruption, governance and public service delivery.
- Develop and integrate an interactive WhatsApp chatbot that allows citizens to ask questions, receive timely responses and obtain practical guidance on how to use accountability information and engage duty bearers.

- Develop an inclusive community mobile database for registering, organising and managing community contacts and disseminating accountability information through SMS, voice messages, audio alerts and other agreed channels.
- Integrate the AI platform, WhatsApp chatbot and mobile database so that they operate as connected components and allow coordinated content dissemination, user engagement and reporting.
- Ensure that the solution is accessible to women, youth, persons with disabilities and citizens in areas with limited internet connectivity, including low-bandwidth and, where feasible, offline functionality with synchronisation when connectivity becomes available.
- Establish appropriate content management, user administration, analytics, reporting, data protection and system maintenance arrangements.
- Build the capacity of WAJIBU, relevant project staff, CACs and CSO partners to use and manage the digital accountability systems.

3 Scope of Work and Key Activities

The consultant shall adopt a user-centred, inclusive and data-driven approach. The solution must respond to the needs of citizens and CSOs, be simple to use, operate reliably and support the objectives and outputs of Wajibika Kidigitali. The scope of work shall include the following activities:

- **Inception and Needs Assessment:** Conduct an inception meeting with WAJIBU and Policy Forum, review relevant project documents and existing information systems, and consult key stakeholders and potential users to establish system requirements, user needs, accessibility considerations and preferred languages. Prepare an inception report outlining the proposed system architecture, implementation methodology, workplan and data protection measures.
- **AI Accountability Platform Development:** Design and develop an AI-enabled platform that provides simplified and reliable information on public finance, government budgets, taxation, anti-corruption, CAG audit reports, procurement and service delivery. Ensure the platform supports Kiswahili and English, provides citizen-friendly explanations based on approved information sources, and includes content management and user feedback functionalities.
- **WhatsApp Chatbot Development and Integration:** Develop and integrate an interactive WhatsApp chatbot with the AI accountability platform using a WAJIBU-approved WhatsApp Business account. Enable users to ask questions and receive responses in Kiswahili and English, access approved information resources, submit feedback and request human assistance, while incorporating appropriate security and accuracy safeguards.
- **Inclusive Community Mobile Database Development:** Establish a secure and searchable database for registering community members and stakeholders, capturing agreed contact, geographical and communication preference information. Include consent management, contact segmentation, data updating, and integration with bulk SMS, voice messaging and audio alert services to facilitate targeted accountability information dissemination.
- **System Integration, Accessibility and User Experience:** Ensure seamless integration of the AI platform, WhatsApp chatbot and community database through secure interfaces. Provide a simple, mobile-responsive and low-bandwidth system with accessible features, including audio and alternative information formats, and test its usability with representative users, including women, youth and persons with disabilities.

- **Content Management, Quality Assurance and AI Safeguards:** Organise and structure approved accountability information in collaboration with WAJIBU and Policy Forum, establish content review and approval procedures, and configure safeguards against inaccurate, unsupported or harmful AI responses. Conduct functional, security, integration, accessibility and performance testing before system deployment.
- **Analytics, Dashboards and Reporting:** Develop an administration dashboard to monitor system usage, registered users, chatbot interactions, common questions, information accessed, user feedback and communication delivery. Provide reporting and data export functionalities, including appropriate disaggregation by sex, age, disability and geographical location, where data is lawfully collected.
- **Training, Documentation and Handover:** Train designated WAJIBU staff, project teams and relevant CSO/CAC representatives on system use and administration. Provide user manuals, technical documentation, standard operating procedures, source code, database structures, credentials and other necessary materials to enable WAJIBU to independently manage the system.
- **Hosting, Maintenance and Technical Support:** Recommend and configure secure hosting infrastructure, including necessary domains, licences and integrations. Provide routine maintenance, security updates, backups, performance monitoring and technical support, with agreed service levels, incident management procedures and a transition plan ensuring WAJIBU retains ownership and control of the system and its data.
- **Community awareness:** Conduct virtual targeted campaigns using ads on social media platforms such as whatsApp status, instagram, tiktok and Facebook and support in-institution demand creation, to promote chatbot awareness, uptake and sustained use.

4 Roles and Responsibilities

The consultant shall be responsible for the technical delivery, quality assurance and operational readiness of the solution, and shall:

- Deliver all agreed system components, integrations, documentation and services within the approved scope, budget and workplan.
- Provide qualified personnel and manage their work to ensure timely and high-quality delivery.
- Consult WAJIBU and relevant stakeholders at agreed stages and obtain written approval before making material changes to scope, technology, costs or delivery dates.
- Ensure that all systems are tested, secure, accessible and fit for the intended purpose before deployment.
- Maintain confidentiality and protect all project information and data accessed during the assignment.
- Provide regular progress updates, promptly disclose risks and incidents, and implement agreed corrective actions.
- Transfer all agreed intellectual property, source code, system documentation, data and administrative control to WAJIBU in accordance with the contract.
- Provide training, technical support and maintenance for the agreed contract period.

WAJIBU is responsible for strategic direction, content validation, stakeholder coordination, review and acceptance of deliverables. Policy Forum and other project stakeholders may provide technical content and user feedback through arrangements coordinated by WAJIBU.

5 Performance Monitoring and Key Performance Indicators

The consultant's performance will be monitored against the indicators below. Final service-level thresholds, testing criteria and reporting templates shall be agreed during inception and incorporated into the contract.

No	Performance area	Indicator / evidence	Expected deliverable or target
1	**System development**	Number of required system components developed and accepted	Three integrated components: AI accountability platform, WhatsApp chatbot and inclusive community mobile database.
2	**System functionality**	Successful completion of agreed functional and integration test cases	All critical and high-priority defects resolved before production acceptance; test report approved by WAJIBU.
3	**Citizen reach and use**	Number of citizens accessing the AI chatbot and accountability platforms	Contribute to the project target of 7,000 users accessing AI chatbot and accountability platforms by project end; channel-specific reporting required.
4	**Database establishment**	Community mobile database established and operational	Database operational with agreed registration, consent, segmentation, messaging and reporting functions.
5	**Accessibility**	Availability of Kiswahili/English and agreed accessible formats	Kiswahili and English supported; low-bandwidth design and agreed accessibility features tested and documented.
6	**Training and capacity**	Number of designated users trained and provided with materials	Training delivered to designated WAJIBU staff and support provided for capacity building of 200 CACs and 4 CSOs, as agreed in the workplan.
7	**System availability**	Monthly system uptime and downtime incidents	Service-level targets agreed at inception and reported monthly; planned maintenance separately recorded.
8	**Technical support**	Average response and resolution time by incident severity	Service-level matrix agreed at inception; incident and corrective action log maintained.
9	**Data protection**	Compliance with approved data protection and security requirements	Approved data protection plan, consent controls, role-based access, backup and incident reporting procedures in place.
10	**Reporting**	Timeliness and completeness of progress, analytics and system reports	All agreed monthly and quarterly reports submitted within the agreed deadlines.
11	**Handover and sustainability**	Completeness of source code, documentation, access credentials and knowledge transfer	WAJIBU receives a full agreed handover package and demonstrates ability to undertake routine administration.

6 Deliverables and Acceptance

The consultant shall submit the deliverables below in accordance with an agreed inception workplan. All deliverables shall be reviewed and approved by WAJIBU before they are considered complete.

- **Inception Report and Approved Workplan:** Requirements assessment, stakeholder consultation approach, system architecture, implementation schedule, risk register, data protection measures and acceptance criteria.
- **System Design and Prototype:** Validated user journeys, interface designs, functional specifications, database structure, integration design and WAJIBU-approved prototype.
- **Developed AI Accountability Platform:** Functional AI platform with approved knowledge base, content management, Kiswahili and English interaction and tested citizen-facing features.
- **WhatsApp Chatbot:** Operational WhatsApp integration, conversational flows, AI responses, feedback and escalation functions, tested using an approved WAJIBU number.
- **Inclusive Community Mobile Database:** Functional contact registration and management, consent management, contact segmentation, SMS/voice/audio dissemination and reporting features.
- **Integrated Solution and Test Report:** Fully integrated system with functional, security, usability, accessibility and performance test results, including defect logs and corrective actions.
- **Analytics and Administration Dashboard:** Functional user and interaction analytics, communication reports, data exports, indicator definitions and administrator access.
- **Training and Documentation Package:** Training materials, attendance records, training report, user and administrator manuals, SOPs and technical/API documentation.
- **Production Deployment and System Handover:** Live system, source code, credentials, licences, account ownership records, deployment documentation, backup and recovery procedures and signed handover certificate.
- **Maintenance and Final Report:** System performance reports, maintenance and incident logs, outstanding issues, lessons learned, recommendations and system continuity plan.

The consultant shall also submit:

- **Monthly progress updates** covering activities completed, progress against the workplan, deliverables, system performance status, user engagement trends, challenges, risks, mitigation measures, maintenance undertaken and outstanding issues and planned activities for the next month.
- **Quarterly analytics and usage reports**, where the reporting period and schedule fall within the contract period.

Unless otherwise agreed, monthly reports shall be submitted by the 10th working day of the following month. WAJIBU may request additional information or clarification where necessary.

7 Contract Period and Payment

The assignment will be implemented within the Wajibika Kidigitali Project period (July 2026 - December 2027). Contract dates, level of effort, milestones, deployment and post-deployment support will be agreed and documented before commencement. The work may be undertaken remotely and through agreed consultations, demonstrations, testing and training. The Consultant shall follow the approved workplan and promptly report any delivery delays or dependencies. Changes to scope, costs or timelines require prior written approval.

WAJIBU will provide relevant documents, approved content, authorised data, focal persons, timely feedback and access to agreed systems and service providers. Responsibilities and costs for hosting, connectivity and third-party services will be defined in the contract. Payments will be made against approved deliverables and milestones, upon submission of valid invoices and required supporting documents. The payment schedule will be agreed during contract negotiations. Only deliverables formally accepted by WAJIBU will qualify for payment.

8 Required Qualifications and Experience

Interested firms or consultants must demonstrate the following qualifications and experience.

- **Education, Experience and Team Composition:** The Lead Consultant should hold a degree in Computer Science, Software Engineering, Information Technology or a related field, or have equivalent demonstrable experience, with at least three (3) years of relevant experience in software development, AI platforms, chatbots, mobile databases or civic technology. The firm should provide a multidisciplinary team covering project leadership and systems architecture, AI/software development, WhatsApp/API integration, database management, UI/UX and accessibility, cybersecurity and quality assurance, and user training and support. One person may cover multiple roles where justified.
- **Application development and integration:** Practical experience in developing web-based information platforms, databases, application programming interfaces and third-party integrations, supported by a portfolio of completed work.
- **Chatbot and AI functionality:** Experience in developing and integrating chatbots and AI-enabled services, including grounding responses in approved content, assessing response quality, implementing safeguards and providing human escalation.
- **Inclusive access:** Demonstrated capacity to design inclusive, low-bandwidth and user-friendly solutions, including for users with disabilities. The proposed personnel must be able to implement and test Kiswahili functionality.
- **Security and data protection:** Demonstrated ability to implement secure authentication, role-based access, audit logging, data protection controls, backups and recovery, and to translate applicable Tanzanian data protection requirements into technical controls.
- **Quality assurance and operations:** Experience with version control, documented testing, defect management, deployment processes and maintainable hosting configurations, including support for user acceptance testing.

- **Documentation and knowledge transfer:** Ability to produce clear technical and user documentation, train users and administrators, and hand over source code, configuration and institutional access.
- **Communication and coordination:** Ability to communicate technical matters clearly in English and Kiswahili, work with non-technical stakeholders and meet agreed reporting and delivery commitments.

Applicants must submit relevant personnel profiles or CVs, examples of comparable completed systems, a description of their contribution to those systems, and contactable client references. They must identify any specialist partners or subcontractors and explain how the proposed personnel collectively cover the required capabilities. Experience in public accountability, civic technology or civil society projects in Tanzania is desirable.

9 Evaluation Criteria

Candidates will be evaluated in two stages: technical evaluation and financial evaluation using the weighted scoring method;

CRITERIA	Weight	Point
TECHNICAL ASPECT	**100%**	**80%**
Required Qualifications and Experience as required in section 8	15%	12%
Summary of at least three relevant assignments completed during the last three years, including client, scope, period and contactable references. Links or demonstrations should be provided where available	5%	4%
Understanding of the assignment and proposed technical approach and methodology	10%	8%
Proposed solution architecture describing the AI platform, WhatsApp chatbot, mobile database, integration, hosting and third-party services	15%	12%
Detailed approach to AI knowledge-base management, content validation, Kiswahili/ English responses, error handling and human escalation	10%	8%
Approach to database design, consent, contact segmentation, SMS/voice/audio dissemination and reporting	15%	12%
Data protection, privacy, cybersecurity and business continuity plan.	5%	4%
Approach to accessibility, low-bandwidth use, user testing, training, documentation and handover	5%	4%
Proposed workplan with activities, milestones, deliverables and level of effort.	5%	4%
Quality assurance and operations	5%	4%
Service-level commitments for system availability, incident response, maintenance and support.	5%	4%
At least two client references for comparable assignments	5%	4%

CRITERIA	Weight	Point
FINANCIAL AND ADMINISTRATION ASPECT	**100%**	**20%**
Financial aspect	50%	10%
Administrative and legal aspect	50%	10%
TOTAL SCORE		**100%**

Note: Only bids that score at least 70 out of 100 in the technical evaluation will be deemed technically responsive to be considered for financial evaluation. Those bidders who score below the 70% mark will be automatically disqualified.

10 Payment Method

The agreed consultancy fee shall be paid in four instalments, subject to the satisfactory completion and acceptance of the respective deliverables, as follows:

30%

First instalment

Payable upon signing of the contract and submission of an approved inception report, including the work plan, system requirements and proposed technical architecture.

30%

Second instalment

Payable upon completion and approval of the system design, development of the initial AI chatbot prototype, and demonstration of the proposed WhatsApp integration and mobile database.

25%

Third instalment

Payable upon successful development, integration, testing and deployment of the AI chatbot, WhatsApp interface and inclusive community mobile database, following user acceptance testing and resolution of identified critical defects.

15%

Fourth instalment

Payable upon final acceptance of the system, submission of all required technical documentation and source code, completion of user training, and formal handover to WAJIBU.

Note: All payments shall be made upon submission of the relevant invoice and written confirmation by WAJIBU that the corresponding deliverables have been satisfactorily completed and accepted.

11 Bidding Procedure

You are required to submit the tender bidding documents (technical and financial proposals) to WAJIBU - Institute of Public Accountability on or before 28th November 2026. The tender bidding documents should include but not be limited to:

Part A: Technical Aspect

Qualified and interested candidates are hereby requested to apply (either as a team or individually). The application should contain the following:

- Required Qualifications and Experience as required in section 8.
- Summary of at least three relevant assignments completed during the last three years, including client, scope, period and contactable references. Links or demonstrations should be provided where available.
- Understanding of the assignment and proposed technical approach and methodology.
- Proposed solution architecture describing the AI platform, WhatsApp chatbot, mobile database, integration, hosting and third-party services.
- Detailed approach to AI knowledge-base management, content validation, Kiswahili/English responses, error handling and human escalation.
- Approach to database design, consent, contact segmentation, SMS/voice/audio dissemination and reporting.
- Data protection, privacy, cybersecurity and business continuity plan.
- Approach to accessibility, low-bandwidth use, user testing, training, documentation and handover.
- Proposed workplan with activities, milestones, deliverables and level of effort.
- Quality assurance and operations
- Service-level commitments for system availability, incident response, maintenance and support.
- At least two client references for comparable assignments.

Part B: Financial and Administrative Aspects

1. Financial aspect

The Financial Proposal shall be submitted separately and shall include:

- Professional fees broken down by personnel, role, level of effort and monthly rates.
- System design, development, configuration, integration, testing and deployment costs.
- WhatsApp Business Platform/API setup and any related provider charges.
- Hosting, cloud infrastructure, domain, SSL certificates, software licences and AI service costs, with recurring costs clearly separated.
- SMS, voice messaging and other third-party communication costs, including unit rates and estimated volumes or assumptions.

- Maintenance and technical support costs.
- Applicable taxes and the total proposed contract price in Tanzanian Shillings (TZS).

2. Administrative and legal aspect

- Cover letter signed by an authorised representative.
- Company/consultant profile and legal registration documents (Business Licence and Registration).
- Evidence of relevant tax registration and compliance (Scanned copy of your Tax Clearance Certificate for the past two years).
- Evidence of EFD receipts

Bidders must clearly identify costs that are one-off and those that will recur after the contract period. All assumptions, usage limits, licence restrictions and third-party dependencies must be disclosed. The final consultancy fee will be agreed after negotiation.

12 Submission

The tender bidding documents should be submitted electronically on or before 28th November 2026 to the following address:

SUBMIT TO

Executive Director
WAJIBU - Institute of Public Accountability

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