



REQUEST FOR QUOTATIONS

AS.PROC.26.97

**REQUEST FOR QUOTATION FOR THE PROVISION OF PAYROLL AUDIT AND DEVELOPMENT OF
PAYROLL OUTSOURCING FOR AĠENZIJA SAPPORT**

DATE: 7th October 2026

1. Background

Aġenzija Sapport is a government agency committed to enhancing the quality of life of persons with disability by providing a wide range of community-based, residential, therapeutic and support services throughout Malta.

The Agency employs a diverse workforce operating under different employment arrangements, collective agreements, salary scales, allowances, shift patterns and statutory obligations. Payroll administration is a critical business process requiring high standards of accuracy, compliance, confidentiality, efficiency and internal control.

As part of its continuous improvement programme, Aġenzija Sapport intends to engage an independent and suitably qualified auditor or firm of auditors to undertake a comprehensive review of its payroll function. The review shall assess the adequacy of existing payroll processes, governance arrangements, systems and internal controls, identify opportunities for improvement, benchmark current practices against industry standards and public sector best practice, and provide recommendations to strengthen the overall payroll framework.

Following completion of the review, the successful bidder shall review and complete a comprehensive set of technical and functional specifications to enable the Agency to procure an outsourced payroll service through a competitive public procurement process.

2. Procedure

This Request for Quotation is being issued in line with the Public Procurement Regulations.

This is a fee-based for services contract.

The award of the RFQ shall be determined on the basis of the cheapest technically compliant offer, compliant with the quotation specifications.

2.1 Timetable

Date of Publication of RFQ	07/10/2026
Deadline for request for any clarifications	14/10/2026
Deadline for submission of Quotation	21/10/2026

2.2 Method of Submission of Quotation

- 2.2.1 Quotations can be sent before the deadline for submission of Quotation as indicated in Section 2.1 by email to: procurement.sapport@gov.mt.
- 2.2.2 Late submissions will be rejected and will not be evaluated. No liability will be accepted for rejection of late Quotations.
- 2.2.3 Quotations submitted by any other means will not be considered.
- 2.2.4 Quotations must comply with the requirements as stated in this RFQ.
- 2.2.5 Bidders are to submit clarifications concerning this RFQ by the deadline stipulated in Section 2.1 specifying the reference and RFQ title to the email address in Section 2.2.1.
- 2.2.6 Bidders will be deemed to have satisfactorily checked their quotation as to its correctness and completeness, and to have taken into account all that is required for the full and proper performance of the contract before submitting their offer. It shall also be deemed that bidders have included all charges in their rates and prices.
- 2.2.7 In submitting a Quotation, Bidders will be submitting their best and final offer.

2.3 Validity of Quotation

- 2.3.1 Agenzija Sapport may at its own discretion, extend the deadline for submission

of quotation.

- 2.3.2 Bidders are committed to retain the validity of the Quotation for a period of ninety (90) days from the closing date for the submission of RFQ as shown in Section 2.1 above. The Contracting Authority may request the bidder to extend the validity of the offer by another sixty (60) days.

2.4 Evaluation of Quotations and Award

- 2.4.1 The evaluation of the Quotations will be based on compliance with the Terms of Reference.
- 2.4.2 When arithmetical errors are identified, such errors will be corrected. The fee-based rate *for Services* (excl. VAT) provided by the bidders in their quotes will be deemed to be the final price and may not be altered by the bidders after the submission deadline. In the event that an arithmetical error is identified, the amount stated in the Quotation will be adjusted (if applicable – when the rate can be identified and the total can be arithmetically worked out). In this eventuality, the Bidder will be bound by that adjusted amount. The revised price will be communicated to the bidder.
- 2.4.3 Quotations that do not meet the requirements set out in this RFQ will not be considered further.
- 2.4.4 This RFQ shall be awarded on the basis of the cheapest technically compliant offer, compliant with the quotation specifications.
- 2.4.5 Notification of Award shall be sent via email. An initial meeting will be held between Agenzija Sapport and the successful bidder, following the award notification. Date and time of meeting will be agreed between the Contracting Authority and the awarded bidder, following award. Unsuccessful bidders shall also be informed via email, together with a justification for non-award.
- 2.4.6 Agenzija Sapport reserves the right to cancel the whole quotation procedure and reject all quotations. The Contracting Authority also reserves the right to initiate a new invitation to collect quotes.
- 2.4.7 In the event of a quotation procedure's cancellation, bidders will be notified by Agenzija Sapport via email.
- 2.4.8 In no circumstances will Agenzija Sapport be liable for damages, whatever their

nature (in particular damages for loss of profits) or relationship to the cancellation of a quotation, even if Agencija Sapport has been informed of the possibility of damages. The publication of a contract award does not commit the Agency to implement the activity announced.

3. Objectives

The primary objectives of this engagement are to:

- Conduct an independent assessment of the Agency's payroll function.
- Evaluate the effectiveness, efficiency and adequacy of payroll policies, procedures and internal controls.
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- Assess compliance with applicable legislation, Government regulations, collective agreements, employment contracts and internal policies.
- Identify operational risks, control weaknesses and opportunities for process improvement.
- Recommend practical improvements that increase efficiency, accuracy and resilience.
- Assess whether the payroll function is suitable for outsourcing.
- Review and complete procurement specifications for outsourcing the payroll function.

4. Response Requirements

Interested bidders, when submitting their offer, are expected to provide a complete and comprehensive response to this Request for Quotation. Responses should include the following:

- a. Details of Bidder Submitting Quote as per Annex I.
- b. Bidder's Financial Offer as per Annex II Submitted offers must be exclusive of VAT.
- c. A Declaration Form as per Annex III confirming that the Service shall be provided in line with the Terms of Reference identified under Section 5.
- d. A filled in Key Expert form, the statement of availability form and the self-declaration form for Key Experts (relating to public employees) (*if applicable*) including all relevant certificates, warrants and CVs as per Annex IV.

5. Terms of Reference

5.1 Scope of Work

The consultant shall undertake, but not be limited to, the following activities.

Phase 1 – Current State Assessment

Review and document the complete payroll process including:

- Employee onboarding
- Employee master file maintenance
- Payroll processing
- Overtime processing
- Shift and roster payments
- Time & Attendance system
- Allowances and variable payments
- Leave management interface
- Sick leave processing
- Government bonuses
- Statutory deductions
- Income tax calculations
- Social Security contributions
- Payroll approvals
- Payroll reconciliations
- Bank payment process
- Accounting entries
- Reporting
- Record retention
- Data protection and confidentiality arrangements

The review shall include an assessment of:

- Payroll policies and procedures
- Segregation of duties
- Delegation of authority
- Approval workflows
- Internal controls
- Exception reporting
- Payroll reconciliations
- Interfaces between payroll, HR, finance and time & attendance systems

- Access controls and cybersecurity arrangements
- Disaster recovery arrangements
- Business continuity
- Documentation standards
- Manual interventions
- Automation opportunities

Phase 2 – Compliance Review

Assess compliance with:

- Employment legislation
- Income tax legislation
- Social Security legislation
- Government payroll directives
- Public sector regulations
- Collective agreements
- Employment contracts
- Internal financial regulations
- Internal HR policies
- Data protection legislation
- Information security requirements

Phase 3 – Internal Control Review

Evaluate the effectiveness of controls over:

- Payroll amendments
- New employee creation
- Employee termination
- Salary changes
- Overtime approvals
- Allowance approvals
- Payroll calculations
- Payroll review procedures
- Payroll authorisation
- Bank payment authorisation
- Journal posting
- Access management

- Audit trails
- Management oversight
- Fraud prevention
- Error detection

The consultant shall identify:

- Control gaps
- Inefficient processes
- Duplicate activities
- Manual workarounds
- Risks of fraud
- Risks of payroll error
- Key person dependencies
- Compliance risks

Phase 4 – Process Improvement

The consultant shall recommend:

- Process redesign opportunities
- Internal control enhancements
- Automation opportunities
- Workflow improvements
- Governance improvements
- Risk mitigation measures
- Reporting enhancements
- Performance monitoring indicators
- Resource optimisation
- Technology improvements

Recommendations should be prioritised into:

- Immediate improvements
- Medium-term improvements
- Long-term strategic improvements

Phase 5 – Payroll Outsourcing Assessment

The consultant shall assess the suitability of outsourcing the payroll function including:

- Benefits
- Risks
- Cost considerations
- Governance model
- Roles and responsibilities
- Transition considerations
- Data migration requirements
- Service management arrangements
- Contract management considerations

Phase 6 – Preparation of Outsourcing Specifications

The consultant shall review the draft specifications in hand for payroll outsourcing and confirm its suitability for publication under the Public Procurement Regulations.

The documentation shall include:

Functional Requirements

Including but not limited to:

- Payroll processing
- Payroll calculations
- Employee record maintenance
- Statutory reporting
- Year-end reporting
- Bank file generation
- Government reporting
- Payslip generation
- Employee self-service functionality
- Reporting capabilities
- Audit trail functionality
- Integration requirements

Technical Requirements

Including:

- System security
- Hosting requirements
- Disaster recovery
- Business continuity
- Cybersecurity
- User access management
- Data encryption
- Integration with existing Agency systems
- Backup arrangements

Service Level Requirements

Including:

- Payroll accuracy
- Processing timelines
- Error correction timelines
- Helpdesk support
- Incident management
- Change request procedures
- Business continuity
- Disaster recovery
- Performance reporting

Contract Management Requirements

Including:

- Key Performance Indicators (KPIs)
- Service Level Agreements (SLAs)
- Governance arrangements
- Reporting requirements
- Continuous improvement obligations
- Audit rights
- Compliance requirements
- Confidentiality requirements
- Exit management provisions

Evaluation Criteria

Develop recommended:

- Technical evaluation criteria
- Financial evaluation criteria
- Quality weighting
- Demonstration requirements
- Vendor experience requirements
- Minimum eligibility requirements

5.2 Deliverables

The consultant shall provide:

1. Project Initiation Report
2. Current State Assessment Report
3. Payroll Risk Assessment
4. Internal Control Review Report
5. Compliance Assessment Report
6. Gap Analysis Report
7. Benchmarking Report against recognised payroll and public sector best practices
8. Recommendations Report
9. Payroll Improvement Roadmap
10. Final Report including Executive Summary
11. Complete Payroll Outsourcing Procurement Specifications
12. Draft Technical Specifications suitable for inclusion in a public procurement dossier
13. Draft KPIs and Service Level Agreements
14. Presentation of findings to the Agency's Executive Management

5.3 Methodology

The methodology shall be structured, comprehensive and evidence-based, using triangulated data collection to validate findings across multiple sources and address all identified gaps in payroll governance, compliance, internal controls, operational efficiency and outsourcing readiness. This shall include, as applicable, document review, process mapping, staff and management interviews, payroll transaction and sample testing, walk-through testing, internal control and compliance assessments, benchmarking, risk assessment and stakeholder workshops.

5.4 Consultant Qualifications

The successful bidder should demonstrate evidence of the below experience:

- Minimum five years' experience in payroll audits or payroll consulting.
- Proven experience within Government or public sector organisations.
- Expertise in payroll legislation and statutory compliance.
- Expertise in internal controls and governance.
- Experience in payroll outsourcing projects.
- Experience in drafting technical procurement specifications.
- Experience in project management.
- Strong knowledge of financial management systems and HR/payroll solutions.

Professional qualifications in information systems or related disciplines will be considered an asset.

5.5 Duration

The assignment is expected to be completed within **16 weeks** from contract commencement.

Indicative timeline:

- Weeks 1–2: Planning and document review
- Weeks 3–6: Fieldwork
- Weeks 7–9: Analysis
- Weeks 10–12: Recommendations
- Weeks 13–15: Preparation of outsourcing specifications
- Week 16: Presentation and final deliverables

5.6 Reporting

The consultant shall report directly to the Director (Finance and Procurement) or an officer designated by the Chief Executive Officer.

Regular progress meetings shall be held throughout the assignment. Results of each assignment are to be submitted in the form of a report.

5.7 Confidentiality

The successful consultant shall treat all information obtained during the assignment as strictly confidential and shall comply with all applicable data protection legislation, Government information security policies and confidentiality requirements.

5.8 Ownership of Deliverables

All documentation, reports, working papers, process maps, specifications and other outputs produced during this engagement shall become the sole property of Aġenzija Sapport.

5.9 Expected Outcomes

At the conclusion of the assignment, Aġenzija Sapport should have:

- A comprehensive understanding of the strengths and weaknesses of its payroll function
- A documented payroll process map
- A detailed gap analysis
- Improved governance recommendations
- A strengthened internal control framework
- A practical payroll improvement roadmap
- A fully developed set of procurement specifications for outsourcing the payroll function
- A clear implementation plan supporting a future outsourcing exercise while ensuring continued compliance, operational efficiency and high-quality payroll services

6. Reporting

The Reports required for this tender shall be submitted and approved as per the deadlines specified under Article 5.5 of these Terms of Reference.

7. Monitoring and Evaluation

The Contracting Authority will utilize the following impact indicators in order to monitor the Contractor:

- a) Punctuality in preparing the requested reports and documents.
- b) Successful submission on time of specific reports.
- c) Prompt revision of specific reports following comments by the Contracting Authority.
- d) Punctuality in any necessary consultation required by the Contracting Authority;
- e) Punctuality and firmness in addressing issues with the Service Contractor.

8. Assumptions

It is assumed that:

- The Contractor shall conform to all national and international legislation, regulations, standards, and/or codes of practice, in effect during the execution of the contract, as they apply to the particular operating situation and nature of work activities of the contract.
- The Contractor is capable of delivering the service required within the stipulated deadlines.
- The Key Experts must be available throughout the duration of the contract.
- The Contractor shall provide the necessary resources and adequate number of personnel to satisfy the services required by the Contracting Authority within the stipulated timeframes.
- The Contractor shall conduct its audit in an ethical manner throughout all the processes of the audit, particularly when in direct contact with stakeholders, beneficiaries, authorities, ministries and other parties.

9. Key Experts

The bidder is to provide the following Key Expert/s as part of their submission:

A minimum of one Key Expert is required who shall be a Certified Auditor in possession of the following:

A fixed assignment of the same one or two Key Expert/s is provided for this contract, for continuation of service.

- **One (1) or Two (2) Key Expert/s** – Certified Auditors who shall be in possession of a valid certified Public Accountant and Auditor Warrant and possessing a Practicing Certificate (PCA) as per Accountancy Profession Act or Equivalent.
- The Key Expert/s proposed must also be registered with the Accountancy Board and listed in the registers published on the Accountancy Board portal.

10. Financing

The project is financed from local budget funds.

11. Method of Payment

Payments will be made in Euro.

Payments will be affected on completion of each phase upon submission of final approved report, and on presentation of the relevant valid invoices by the Contractor.

Claims for payment must be supported by a detailed breakdown of the services rendered by the Contractor. The claim for payment shall be evaluated by the Contracting Authority in relation to the Financial Bid on the basis that such services have been executed in accordance with the Contract Documents. Once the Contracting Authority agrees with the invoice the payment shall be processed.

12. Execution of the Contract

The time limits for the execution of the contract shall be for sixteen (16) weeks with a possible extension.

13. Law

By submitting their quotation, bidders are accepting that this procedure is regulated by Maltese Law, and are deemed to know all relevant laws, acts and regulations of Malta that may in any way affect or govern the operations and activities covered by the quotation and the resulting contract.

14. Data Protection

During the procurement process and throughout the implementation of the contract, the bidder or the contractor may encounter or gain access to certain confidential information belonging to the Agency. It is crucial for the Agency to ensure that this information remains protected.

Confidential information includes any data or information that the Agency possesses, develops, or that relates to its operations, business, and financial matters, which is not generally known except by reason of the engagement or relationship between the bidder or contractor, and the Agency. This encompasses, but is not limited to, business plans, strategies, systems, technical records, operational and tactical information, and developments, business projections, plans, statistics, training information, inventories, materials, and information related to physical or technological security measures. Furthermore, all personal data as defined under the General

Data Protection Regulation (Regulation (EU) 2016/679) and the Data Protection Act of Malta is also considered confidential information.

To protect the Agency's confidential information, the bidder or contractor agrees to adhere to strict confidentiality terms. This includes maintaining the confidentiality of all information accessed or received, using it solely for its intended purpose, and not disclosing it to any third parties without explicit authorisation from the Agency. The bidder or contractor also agrees not to reproduce or photograph any confidential information without prior permission. Should there be any unauthorised access or disclosure, the bidder or contractor must immediately notify the Agency. Additionally, the bidder or contractor is required to implement appropriate organizational and technical measures to secure the information, including ensuring that all personnel are bound by confidentiality obligations. Any breach of these obligations may result in civil or criminal actions, as applicable.

15. Gender Equality

In carrying out his/her obligations in pursuance of this contract, the Service Provider shall ensure the application of the principle of gender equality and shall thus 'inter alia' refrain from discriminating on the grounds of gender, marital status or family responsibilities. In this document, words importing one gender shall also include the other gender.

ANNEX I: DETAILS OF BIDDER SUBMITTING QUOTE

Name of person submitting the quotation:	
Firm:	
Address:	
Email address:	
Telephone number/s:	
Mobile number:	
Company/Bidder registration number:	
VAT registration number: Signature	
ID. card number:	
Date:	

ANNEX II: FINANCIAL OFFER

Item no.	Description	Quantity	Unit Rate including Taxes/Charges, other Duties & Discounts <u>but</u> Exclusive of VAT (Delivered Duty Paid - DDP) Amount in Euro (€)
1	Phase 1 – Current State Assessment	1	
2	Phase 2 – Compliance Review	1	
3	Phase 3 – Internal Control Review	1	
4	Phase 4 – Process Improvement	1	
5	Phase 5 – Payroll Outsourcing Assessment	1	
6	Phase 6 – Preparation of Outsourcing Specifications	1	
GRAND TOTAL EXCLUDING VAT – CARRIED FORWARD TO FINANCIAL SECTION OF ONLINE TENDER RESPONSIBLE FORMAT			

**ANNEX III: DECLARATION FORM
TO BE COMPLETED BY THE BIDDER**

PUBLICATION REF: _____

I / We, the undersigned, hereby declare, as part of the technical offer, that the service will be carried out in accordance with all the Terms of Reference, as detailed in the RfQ Document.

Signature of authorised officer: _____

Name of authorised officer: _____

Position held with the organisation: _____

Date: _____

ANNEX IV: KEY EXPERT FORM

Bidders are to substantiate their claims, in respect to the proposed Key Expert/s, by complying with and submitting the following at bidding stage:

1. relevant up-to-date CVs
2. duly filled-in Statement of Availability- to be filled by each key expert proposed
3. Copy of Certificates/Warrants of Each Key Expert attesting qualifications claimed
4. Duly filled-in Self-Declaration form (if applicable).

Key Expert Role (professional title)	Name and Surname	Nationality	Age	Qualification Title	MQF Level (or equivalent)	Accountancy Board Register Number	Public Employee? (choose only one option)
Key Expert 1 – Certified Auditor							☐ Yes ☐ No
Key Expert 2 – Certified Auditor (Optional)							☐ Yes ☐ No

N.B. 1: Throughout the duration of the contract, none of the key experts shall occupy more than one role.

N.B. 2: Throughout the duration of the contract, the Contracting Authority reserves the right to order the Contractor to replace the Key Expert/s if, in the opinion of the Contracting Authority, he/she is not fulfilling his/her role professionally, in accordance with current Maltese laws and Regulations.

Any Key Expert who still needs to obtain authorisation to practice profession in Malta can be proposed subject that a duly filled-in Professionals Declaration Form (Form available under the Tenderer's Technical Offer Form) is submitted at tendering stage and authorisation made available by the stipulated deadline.

Qualifications required are defined with reference to the Malta Qualifications Framework (MQF) or the European Qualifications Framework (EQF) (or equivalent) level descriptors issued through the Malta Qualifications Council (<https://ncfhe.gov.mt/en/Pages/MQF.aspx>).

It shall be the Tenderers' obligation to ascertain that the qualifications possessed by the Key Experts proposed by them are equivalent to the established MQF/EQF Level prior to tender submission. The Evaluation Committee reserves the right to request the determination of the Malta Qualifications Council (MQC) in checking the equivalency of the qualifications, which shall be final. The Malta Qualifications Recognition Information Centre (MQRIC) is the competent body within the NCFHE that recognises qualifications against the Malta Qualifications Framework (MQF) and whose portal can be accessed here <https://ncfhe.gov.mt/en/services/Pages/All%20Services/mqric.aspx>

Key Experts whose qualifications do not meet the minimum requirements in terms of equivalency, or the equivalency of which is dubious or cannot be determined, shall be rejected.

STATEMENT OF AVAILABILITY

TO BE COMPLETED BY EACH INDIVIDUAL KEY EXPERT IF REQUIRED

PUBLICATION REF: AS.PROC.26.97

I, the undersigned, hereby declare my availability in the above-mentioned tender procedure in case of award. I further declare that I am able and willing to work for the period(s) foreseen for the position, even if there are delays in the conclusion of contract beyond the validity of offers, for which my CV has been included in the event that this tender is successful.

I confirm that during the implementation stage of this contract I will not be engaged in another project in a position which will prevent me from providing the services for which I am being nominated for this tender.

Furthermore, should this tenderer be successful, I am fully aware that if I am not available at the expected start date of my services for reasons other than ill-health or *force majeure*, I may be subject to exclusion from other tender procedures and contracts and that the notification of award of contract to the tenderer may be rendered null and void.

Name and Surname of Key Expert:

Signature:

Name of Tenderer:

Date:

PUBLIC EMPLOYEES DECLARATION FORM

**TO BE COMPLETED BY EACH INDIVIDUAL KEY EXPERT/PERSONNEL WHO IS EMPLOYED WITH THE
PUBLIC ADMINISTRATION**

PUBLICATION REF: AS.PROC.26.97

I, the undersigned, hereby declare that I do not have any Conflict of Interest as defined in the **Public Administration Act, Chapter 595 of the Laws of Malta – First Schedule, Code of Ethics, Article 5.**

I also declare that I am not engaged in another project or in a position which may give rise to a possible private or personal interest sufficient to influence or appear to influence the objective exercise of my duties as public employee.

By making this declaration, I understand that as a public employee I shall avoid any financial or other interest or undertaking, which could directly or indirectly compromise the performance of my duties as public employee.

I am fully aware that the onus to disclose any possible conflict of interest lies solely on me and I shall be responsible to disclose any foreseen conflict of interest to my seniors/head of organization within one week from when the need arises as well as inform the Contractor accordingly.

In addition, as per the requirements of **Article 6.2.3.1 (Private Work) of the Public Service Management Code (PSMC)**, I also declare that the necessary approval from the respective Permanent Secretary or the Chairperson/CEO as the case may be, has been sought, thus granting the undersigned permission to engage in business outside my official duties.

Furthermore, I confirm that I shall also abide by the provisions laid down in Article 21 – Ethics Clauses of the General Rules Governing Tendering.

Name and Surname of Key Expert:

Signature:

Date: