

## Terms of Reference

### Consulting Services – Firms Selection

#### Samoa

#### Samoa Connectivity Project

Grant No.: D063-WS

**Assignment Title: SBS-C2: Provision of consulting services on National ID and Civil Registration (*Strategic Planning, Technical and Functional Design, and Procurement*)**

#### A. Objective of the assignment

The Independent State of Samoa has applied for financing from the World Bank (“WB”) towards the Samoa Connectivity Project, and intends to apply part of the proceeds for consultancy services.

The consulting services (“the Services”) include the provision of technical assistance to the Government for establishing a national ID system and to upgrade the existing civil registration system. This assignment is focused on assisting the Government with strategic planning and the technical design and procurement of both systems, including core software and hardware. It is closely linked with broader development imperatives for Samoa to invest in digital identity management to support digital platforms, including e-government, and to improve the efficiency and effectiveness of public and private service decision-making and services’ delivery, including financial inclusion.

The assignment is to prepare three outputs: (1) a comprehensive three-year strategy for the development and management of a national ID system, to be formally adopted by the Government of Samoa; (2) detailed technical and functional requirements, to be used to procure core software and hardware for the national ID system and a new civil registration system; and (3) participation in the evaluation of bids for (2).

#### B. Outputs

##### *Implementation strategy for the national ID system*

The three-year implementation strategy, to be formally adopted by the Government, will describe what needs to be done, when and by whom, for the Government to build the national ID system, achieve complete registration of Samoa’s population, operationalize at least three use cases, and achieve sustainability of the national ID system’s operations (including financial sustainability and linkages between the national ID system and the civil registration system) by the end of the World Bank project (June 2022). The implementation strategy will also include estimated costs and an appropriate monitoring and evaluation framework.

The implementation strategy will cover, inter alia:

- *Technology infrastructure:* Procurement or development of necessary software (identity management, database management, registration, authentication, privacy, reporting and analytics, grievance management and back-office functions) and hardware (including registration equipment, data storage and disaster recovery).
- *Mass registration model:* Data collection, validation and deduplication of the existing population, including possibly leveraging existing data sources (e.g. civil registration or voter registration).
- *Steady-state registration:* Data collection, validation and deduplication of the future population (including linkages with civil registration).
- *Pilots:* Proofs of concept and tests of systems and processes to inform the full scale up.
- *Institutional arrangements:* Structure and capacity of all government agencies and financial institutions involved in the project
- *Credential:* Unique random number, digital credentials, and physical card personalization and distribution.
- *Authentication methods:* A risk-based approach to levels of identity and authentication assurance that meets the needs of the widest range of use cases.
- *Data protection and privacy:* Technical features (accompanying legal safeguards) to strengthen privacy and provide people with control and oversight over their data.
- *Cybersecurity:* Protection of the national ID system, processes and data from cyberattacks.
- *Advocacy and awareness raising:* Information and education campaign and civil society consultations.
- *Data governance:* Overall management of the availability, usability, integrity and security of data in the national ID system.

### *Technical and functional requirements for the national ID and civil registration systems*

The detailed technical and functional requirements will support the successful procurement by the Government of core software, hardware (including registration equipment, data storage and disaster recovery) and technical support for the national ID system and new civil registration system. The requirements will elaborate on system architecture, technical specifications and processes, and support and maintenance and capacity-building to be provided by the successful vendor(s).

The requirements will be developed in a format that adheres to Government of Samoa laws, regulations and policies with respect to procurement (i.e. so it can be easily inserted into the full request for proposal package(s)). It will include indicative costs.

The technical and functional requirements will consider the following:

- *Limited technical capacity to maintain/upgrade the systems:* Service Level Agreements (SLAs), levels 2 and 3 troubleshooting, bug fixes and patches, configuration, and documentation should take into account existing capacity.

- *Sustainability and flexibility of the systems:* The core systems should have a long lifespan, subject to updates and increases in capacity.
- *Existing infrastructure:* Where appropriate infrastructure already exists, this should be leveraged to the extent possible.
- *Technologies that are cost-efficient and context appropriate:* Software and hardware should match the circumstances of Samoa.
- *Adherence to international standards:* The systems should meet international standards related to national ID and civil registration systems, such as ICAO standards on biometrics and UN recommendations on civil registration.
- *Technology and vendor neutrality:* One of the most prevalent causes of failure in ID systems around the world is vendor lock-in. The national ID and civil registration systems should adopt open design principles and open standards. The data must be under full ownership of the Government of Samoa. Open source (e.g. Modular Open Source Identity Platform or OpenCRVS) can be considered, subject to an assessment of their appropriateness for the Samoan context.

#### *Participation in evaluation of bids*

The Consultant will be a member of the technical committee that will evaluate procurement bids of additional consultants to upgrade the CR system, upgrade the NID system, and link the CR and ID systems.

### **C. Approach and methodology**

On national ID aspects, the Consultant will work directly with the Government's National ID Steering Committee.

On civil registration aspects, the Consultant will work directly with the Samoa Bureau of Statistics (SBS) and the Government's Civil Registration and Vital Statistics (CRVS) Steering Committee. All work is to be closely coordinated with efforts to develop the enabling legal environment for a new national ID system and reforms to the civil registration system.

All work carried out by the Consultant will ensure that the design and implementation of the national ID and civil registration systems align with the 10 *Principles on Identification for Sustainable Development*, as well as emerging international best practices. There should be an emphasis on accounting for the unique characteristics of the Samoan context, including to achieve or address issues around economies of scale, ensure context-appropriate and cost-efficient technologies (e.g. card and biometric specifications) and approaches (e.g. mass registration model), inclusion and equal access for all segments of Samoan society (including the diaspora), data management and privacy, and use cases with the highest developmental impact (e.g. e-government, financial inclusion and remittances). The work should also seek to leverage a regional approach to developing Samoa's national ID system, such as opportunities to share technological infrastructure or technical capacity with other Pacific island countries.

The work will involve extensive in-country fact finding and consultations with a wide range of stakeholders and experts. Stakeholders include government officials, agencies, and organizations, private and public organizations in relevant sectors and civil society. Experts include the World Bank task team and other technical practitioners.

#### **D. Deliverables, timeline and payment schedule**

The deliverables, timeline and payment schedule are set out below:

<b>Deliverable</b>	<b>Timing</b>	<b>Level of effort (estimated)</b>	<b>Payment (%)</b>
1. Inception report (detailed work plan + identification of priority issues + agreed expectations of Government)	4 weeks	5 days	10
2. Annotated outline of implementation strategy, to be approved by Government	2 weeks	5 days	10
3. Draft implementation strategy, to be approved by Government	4 weeks	10 days	10
4. Draft detailed technical and functional requirements (for both national ID and civil registration systems), to be approved by Government	8 weeks	20 days	30
5. Participation in bids evaluation	8 weeks	10 days	30
6. Final report (recommendations)	2 weeks	5 days	10

The total level of effort is estimated at 75 days over nine months. It is anticipated that the Consultant should spend at least half of the work days in Apia, Samoa over the course of the assignment.

#### **D. Qualifications**

Bidders should provide information demonstrating that they have the required qualifications and relevant experience to perform the Services. The shortlisting criteria are:

- At least seven years of experience in or advising Governments – at strategic and technical levels – on the development and implementation of complex public-facing ICT projects (e.g. digital ID, civil registration, e-government)
- Demonstrated experience in translating strategic and business requirements into technical and functional requirements for successful procurements
- Demonstrated experience in developing successful implementation strategies and/or roadmaps
- Demonstrated experience in evaluating proposals for technology procurements

- Advanced knowledge of national ID systems, including of emerging technologies related to cards, biometrics, authentication, system design, security and data management
- Excellent written and verbal communication skills, including presentation
- Strong diplomatic and meeting facilitation skills
- Strong knowledge of civil registration, including demonstrated experience advising Governments on civil registration and/or vital statistics improvement
- Ideally an understanding of the political, economic and social context of Samoa or other small island states
- Practical knowledge and understanding of legal and ethical aspects of information technology
- Demonstrated experience in evaluating security issues and concerns and implementing practical solutions