Government of Tonga-Ministry of Finance

REQUEST FOR EXPRESSIONS OF INTEREST

CONSULTING SERVICES – FIRM SELECTION (International)

Assignment Title: Technical Advisor on Civil Registration and National ID


Grant Number: IDA Grant Number IDA D4490-TO

Date of Issuance: 11th October 2019.

Date and time Expression of Interest (EOI) due: 8th November 2019. No later than 4:30 pm local time

Drop off EOI to Main Office: Ministry of Finance, Nuku’alofa, Tonga

Email Submission of EOI: Please email to: bfaotusia@finance.gov.to and copy to gfukofuka@finance.gov.to and to npelesikotit@finance.gov.to

Attn: Chief Executive Officer, Ministry of Finance

Reference Number: TO-MFNP-128798-CS-CQS

The Government of Tonga has received financing from the World Bank toward the cost of the Tonga Digital Government Support Project (TDGSP) and intends to apply part of the proceeds for consulting services.

The consulting services (“the Services”) include the recruitment of the Technical Adviser to support in the implementation of upgrading and linking the existing civil registration (CR) system (to continuously record births, deaths and marriages, managed by the Registrar-General’s Office (RGO) under the Ministry of Justice) and national ID (NID) system (to provide eligible Tongan citizens and residents with means to authenticate their identity, managed by the National Identity Card Office-NICO) through delivery of the following outputs: (1) technical and functional designs and requirements for the upgrade of CR system, upgrade of NID system, and development of CR-NID linkage, to be used in procurement documentation; (2) participation in the evaluation of bids; and (3) technical assistance in supervising implementation of the activities.

The duration of the assignment is over a period of 9 months.

The detailed Terms of Reference (TOR) for the assignment are shown in Annex 1.

The Ministry of Finance as the Implementing Agency for Tonga Digital Government Support Project now invites eligible consulting firms (“Consultants”) to indicate their interest in providing the Services. Interested Consultants should provide information demonstrating that they have the required qualifications and relevant experience to perform the Services.
Minimum Qualification and Experience Requirements

The following minimum qualifications and experience are required and will be used to evaluate the expressions from the potential consultant (consulting firm). The consulting firm should be qualified and experienced for carrying out this assignment. The firm should demonstrate at least 10 years of experience in similar services and at least 3 contracts of similar assignments successfully performed for the last five (5) years. The firm and the team leader should have experience in similar assignments in the Pacific Region or in small developing countries.

The consultant will propose a team of Experts (Team leader/Project manager and at least two others at the technical expert and/or support analyst level) that will include the following specializations:

Overall Qualifications and Experience of the Team members

Mandatory

- Academic qualifications: Masters’ Degree and above in ICT Management or related field
- A team leader with relevant experience leading technical ICT areas and in carrying out similar assignments in the Pacific Region or small developing countries
- 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 civil registration and national ID systems, including of emerging technologies related to cards, biometrics, authentication, system design, and data management
- Excellent written and verbal communication skills, including presentation
- Strong diplomatic and meeting facilitation skills

Desirable

- Understanding of the political, economic and social context of Tonga and/or other small island states

The attention of interested Consultants is drawn to Section III, paragraphs, 3.14, 3.16, and 3.17 of the World Bank’s “Procurement Regulations for IPF Borrowers” July 2016, Revised November 2017 and August 2018 (“Procurement Regulations’”), setting forth the World Bank’s policy on conflict of interest.

Consultants may associate with other firms to enhance their qualifications, but should indicate clearly whether the association is in the form of a joint venture and/or a sub-consultancy. In the case of a joint venture, all the partners in the joint venture shall be jointly and severally liable for the entire contract, if selected.
A Consultant will be selected in accordance with the Consultant’s Qualification Based Selection (CQS) method set out in the Paragraphs 7.11 to 7.12 of the Procurement Regulations.

Further information can be obtained at the address below during office hours 09:00 to 16:30 hours.

Expressions of interest must be delivered in a written form to the address below (in person, or by mail, or by fax, or by e-mail) no later than 4:30pm of Friday, 8th November 2019.

Attn: Chief Executive Officer
Ministry of Finance
Nuku’alofa Tonga Islands
Tel: +676 23-066
E-mail: bfaotusia@finance.gov.to and copy to DCEO of Corporate Services at gfukofuka@finance.gov.to and to CSU Programme Manager at npelesikoti@finance.gov.to
ANNEX 1: Terms of Reference

Terms of Reference: Firm Assignment

Technical Advisor on Civil Registration and National ID

(Technical and Functional Design and Procurement)

Kingdom of Tonga

A. Background information on the Project

The Government of Tonga is in the process of implementing an eGovernment (Digital Government) Support Project supported by the World Bank with multiple components for developing, supporting ICT infrastructure, information systems, citizen eServices, and other frameworks and architectures needed to meet goals and objectives within the Tonga Digital Government Strategic Framework (DGSF).

B. Objective of the assignment

Component 3 will invest in upgrading and linking the existing civil registration (CR) system (to continuously record births, deaths and marriages, managed by the Registrar-General’s Office (RGO) under the Ministry of Justice) and national ID (NID) system (to provide eligible Tongan citizens and residents with means to authenticate their identity, managed by the National Identity Card Office - NICO).

This assignment is focused on helping the Government to implement the abovementioned activities through delivery of the following outputs: (1) technical and functional designs and requirements for the upgrade of CR system, upgrade of NID system, and development of CR-NID linkage, to be used in procurement documentation; (2) participation in the evaluation of bids; and (3) technical assistance in supervising implementation of the activities.

C. Scope of Services

Technical and functional design and requirements

The detailed technical and functional design and requirements will support the successful procurement by the Government of additional consultants to undertake necessary software reconfiguration (including provision of necessary hardware). The requirements will elaborate on system architecture, technical specifications and processes, and support and maintenance and capacity-building to be provided by the winning bidder(s). They will be developed in a format that adheres to Tongan 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 design and requirements will be three (3) documents that cover the following three topics (which may or may not eventually be procured as one or more packages):

1. Upgrade of CR System. (a) assigning a unique NID number to Tongan citizens and eligible non—Tongan residents born in Tonga through birth registrations; (b) link birth, death and marriage records on the same individual; (c) receive automated birth and death notifications from the health sector; (d) securely push notifications of registered births and deaths to approved third parties (e.g. to notify the NID system of deaths); (e) enable approved third parties to securely validate information (e.g. the Social Registry
validating information on beneficiaries); and (f) deduplicate CR records in the future, such as based on the information of the parents (e.g. their NID numbers).

2. **Upgrade of NID System.** (a) A software module, interface or mechanism for approved third parties (prioritizing the public sector) to digitally authenticate the identity of their customers based on information in the NID system register, which may include biometric, biographic and/or One Time Password (OTP) yes/no verification; and, if applicable, (b) expanding coverage of the NID system, including to citizens and residents of Tonga younger than 14 (through the issuance of a unique NID number and not necessarily a card), possibly leveraging, where appropriate, the Social Registry enrollment exercise or the RGO’s planned birth registration catch up campaign.

3. **Development of CR-ID linkage.** Data exchange between the CR and NID systems, including building a solution that facilitates automated exchange of data, such as to assign unique numbers from the NID system at the time of birth registration and for the NID system to receive information on registered deaths, and to validate information at the time of enrollment.

An illustration of the potential interventions described above is shown in Figure 1.

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. They should be technology and vendor neutral, using open standards and design principles, where appropriate.
- **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 Tonga.
- **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.
Participation in evaluation of bids

The Consultant will help the RGO and NICO to evaluate procurement bids of additional consultants to upgrade the CR system, upgrade the NID system, and link the CR and ID systems.

Technical assistance in supervising implementation and capacity-building

The Consultant will provide remote and in-country support to the RGO and NICO as they supervise implementation by the procured additional consultants. The focus of this work will be to ensure adherence to the technical and functional designs and requirements, drawing on international standards and best practices.

The Consultant will also provide in-country context-appropriate trainings to RGO and NICO staff on the technology elements of managing CR and NID systems, including best practices, latest trends, and international standards.

D. Approach and methodology

On CR aspects: the Consultant will work directly with the RGO.

On NID aspects: the Consultant will work directly with the NICO.

On CR-ID linkage aspects: the Consultant will work with jointly with the RGO and NICO.

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 Tongan 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 Tongan society, data management and privacy, and use cases with the highest developmental impact (e.g. e-government, financial inclusion and remittances).

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:

<table>
<thead>
<tr>
<th>Deliverable</th>
<th>Timing</th>
<th>Level of effort (estimated)</th>
<th>Payment (%)</th>
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<tbody>
<tr>
<td>1. Inception report (detailed work plan + identification of priority issues + agreed expectations of Government)</td>
<td>4 weeks</td>
<td>10 days</td>
<td>10</td>
</tr>
</tbody>
</table>
2. Functional and technical design and requirements for CR upgrade, approved by Government 6 weeks 25 days 10

3. Functional and technical design and requirements for CR-NID linkage, approved by Government 6 weeks 25 days 10

3. Functional and technical design and requirements for NID upgrade, approved by Government 4 weeks 25 days 10

5. Participation in bids evaluation 8 weeks 15 days 30

6. Final report (recommendations from supervising implementation of activities) 8 weeks 10 days 30

The total level of effort is estimated at 110 days over nine months. It is anticipated that the Consultant should spend at least half of the work days in Tonga over the course of the assignment.

F. Qualifications and Experience Required

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Strong diplomatic and meeting facilitation skills

*Desirable*

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I. **Confidentiality**

The Consultant shall keep all information provided by the client in confidence. The Consultant shall only use the confidential information in connection with the performance of the project and for no other purposes. This provision will be incorporated into the consultant’s contract.

II. **Reporting Requirements**

The consultant shall report directly to the CEOs of the Ministry of Finance and MEIDECC through the TDGSP Project Manager. This assignment will be coordinated by the Project Manager and the consultants/firm will work closely with the implementing agencies for technical advice and information.

J. **Administrative Arrangements**

The consultant will be engaged by MOF. Payment will be made by MOF after its confirmation that the required milestones and works are complete.

Travel, accommodation and expenses arrangements will be negotiated with the Ministry, but the standards and procedures of the World Bank will be used as a benchmark. Travel, accommodation and expenses will only be paid for working stays in Tonga.

**This procurement process will be conducted in accordance with the World Bank Procurement Regulations for IPF Borrowers, July 2016 (“Borrower Regulations”)**

A Consultant will be selected in accordance with the method set out in the Borrower Regulations for Selection of Consultants through the Consultants’ Qualifications Selection (CQS) procedures.

Further information regarding this consultancy services can be obtained by contacting:

- Mrs. Balwyn Faótusia
- CEO, Ministry for Finance, bfaotusia@finance.gov.to
- St George Palace, Nukuállofa