MINISTRY OF COMMUNICATIONS, TECHNOLOGY AND INNOVATION

REPUBLIC OF SIERRA LEONE

**SIERRA LEONE DIGITAL TRANSFORMATION PROJECT
IDA- E1130-SL**

**Draft
Terms of Reference**
for

The Recruitment of a Consulting Firm to provide Technical Assistance to support the development of an e-Parliament blueprint with technical specifications and design for the implementation of e-Parliament system in Sierra Leone

PROCUREMENT NO: SL-MOFED-429648-CS-QCBS

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Terms of Reference

Terms of Reference (TOR) for the Recruitment of a Consulting Firm to provide Technical Assistance to support the development of e-Parliament blueprint with technical specifications and design for implementation of e-Parliament system in Sierra Leone

I.   Introduction

The Government of Sierra Leone (GoSL) has committed to transforming its economy based on a more inclusive and human-centric digital growth and development approach. A high-level vision for the digital economy is articulated in the new National Digital Development Policy (NDDP), which was approved by the Parliament in December 2021 setting the GoSL's vision to transform Sierra Leone into an inclusive digital economy and society and to leverage digital technology to support the GoSL to deliver on its national development plan effectively and efficiently. The Sierra Leone Digital Transformation Project (SLDTP) aims to expand access to broadband internet, increase digital skills and improve government capacity to deliver public services digitally. The project will support the development of a strong enabling environment for the nation's digital transformation and digital development agenda as articulated in the National Digital Development Strategy.

II.   Project Description

The Sierra Leone Digital Transformation Project (SLDTP) is a five-year International Development Association (IDA)-funded project supported with a US$50 million grant. The project's main implementing agency is the Ministry of Communication, Technology and Innovation (MoCTI). The proposed Project Development Objective (PDO) is to expand access to broadband internet, enhance digital skills and improve government capacity to deliver public services digitally.

The SLDTP proposes four integrated and mutually reinforcing components, with a fifth component dedicated to contingent response to future emergencies (*Contingent Emergency Response Component, CERC)*.

- Component 1 – Expanding Digital Access and Increasing Resilience of the Digital Environment;
- Component 2 – Digital Skills Development and Innovation
- Component 3 - Laying Key Foundations for Digital Government Services and Systems
- Component 4 – Project Management and Implementation Support; and
- Component 5 - Contingency Emergency Response Component (CERC).

To date, digitalization efforts by the government has primarily focused on core back-office processes to address challenges specific to certain government functions, rather than citizen-facing government services delivery. The proposed activities integrated into Components 1, 2, and 3 are designed to support the Government in building resilient and inclusive policies by strengthening its legal and regulatory frameworks, scaling up the citizen-centric digital public service delivery through a "Whole-of-Government" approach by enhancing cooperation and collaboration in the implementation of these strategies.

The Project is being implemented by a Project Coordination Unit (PCU) in the Ministry of Communications, Technology and Innovation that is the line ministry in charge of driving the government's digital transformation strategic vision and promoting it digital government agenda.

III.   Background

The Parliament of the Republic of Sierra Leone is the legislative arm of Government responsible to make Laws, ratify treaties, policies, scrutinize budget and carry out oversight scrutiny for the wellbeing, of the people of Sierra Leone. Sierra Leone's Parliament plays a vital role in the governance and legislative processes of the country. The Constitutional mandate for Parliament of Sierra Leone is broadly described in section 73 (3) of the 1991 Constitution of Sierra Leone which states that: "There shall be a legislature of Sierra Leone which shall be known as Parliament, and shall consist of the President, the Speaker and Members of Parliament.

Over the years, the House of Parliament like many Government institutions, has been challenged by a myriad of problems including the lack of adequate ICT infrastructure such as modern Management Information System. As a result, the Parliament's capacity to deliver on its mandate has been overstretched while some of its functions remain dormant. Moreover, in an increasingly expanding and demanding political and legislative environment, Parliament's capacity to support the role of the Clerk of Parliament to provide mentoring, coaching, performance management and leadership support to Parliamentarians is crucial to the implementation of their representative, legislative and oversight functions. It is in this regard, that efforts are being made to transform the institution into a modern office capable of meeting the demands of a dynamic legislature in an expanding democratic environment.

Currently the Parliamentary processes are mainly paper based. Large volumes of paper are still processed each year. Some documents are circulated manually for Parliamentary meetings. Members of the Parliament have the option of bringing printed copies of the documents related to items on the agenda of the Parliament meetings. One of the handicaps of this current process is the lack of a systematic technology-based monitoring system that not only focuses on the agenda formulation and deliberation process but also on the progress monitoring of implementation of Parliament meeting deliberations. This is a barrier to the assurance of the actual implementation accountability, effectiveness, and efficiency of the Parliamentary decisions. The current ICT infrastructure of the Parliament supports email, basic Internet access, and a few software tools running on a windows server. Users have complained about occasional downtime and slow response times when accessing the network, especially at peak access times.

Consistent with H.E. the President's vision for establishing and strengthening electronic governance systems across Government Ministries Departments and Agencies, the Parliament developed a Plan to implement a digital platform for the administration of the Parliament and managing Parliamentary records among other functions to improve the effectiveness and transparency of the Parliament's functioning. In view of the above problem, the Sierra Leone Digital Transformation Project, in collaboration with the Parliament, is currently seeking a consulting firm to provide Technical Assistance to support the development of an e-Parliament blueprint, including technical specifications and design, to implement an advanced and efficient e-Parliament system. The e-Parliament system will enhance the effectiveness and efficiency of the Parliament in Sierra Leone. The project will finance the digitization of processes and documents essential for the Parliament to increase efficiency in the workflow of the Parliament

and Parliamentarians, and support an evidenced-based decision-making. The activity will support the development of the e-Parliament system to increase efficiency in the workflow of the Parliament provide timely and adequate information to Ministers to support evidence-informed decision-making.

IV.   Objectives

The objective of the consultancy is to review the Parliament information system currently used by the Parliament of Sierra Leone, analyze the business and functional requirements, and design a state-of-the-art, fit-for-purpose modern collaborative e-Parliament system for the Parliament of Sierra Leone. The Consultant is expected to develop the Terms of Reference for the procurement of such an e-Parliament solution, which includes detailed system requirements specifications. Following the award of the contract, the Consultant will be expected to support the Parliament as a business analyst/product owner with the designated implementation team supporting the development of the proposed e-Parliament solution in an iterative and incremental software development process over the period of assignment. Specifically, the selected Consultant is expected to perform the following tasks, under this consultancy:

Task 1: Review the current information system in use at the Parliament, as well as other digital platforms and infrastructures supporting them to determine gaps and a detailed framework on how to address the gaps and challenges. The Consultant will validate the primary purpose and goals of the future digital solution, define its value proposition, and evaluate the most relevant options of implementation (working on the existing solution or development of a brand-new digital product).

Task 2: Conduct Business Process Reengineering (BPR) Study
Carry out As-Is study of processes and practices following international best practices using Business Process Assessment (BPA) methodologies and tools. Administrative Procedures should be reviewed and diagnosed in view of their simplification, ease of control, and predictable outcomes. Prepare efficient To-Be processes and practices to be applied in the e-Parliament environment.

Task 3: Develop Terms of Reference (ToR) with System Requirements Specification for the procurement of the appropriate e-Parliament system software development service and necessary ICT hosting infrastructure.
Based on the findings of the review process, the Consultant is expected to develop a ToR for the future e-Parliament system, which includes product specifications and detailed stack of functional and business requirements, as well as the qualifications criteria for the prospective service providers. In particular, the document will identify all e-Parliament user groups, explain all major functionalities and features (in the form of user stories with acceptance criteria). The consulting firm is also expected to provide technical specification of the necessary hardware and software components of the ICT infrastructure that would be appropriate for hosting and enabling appropriate performance of the future e-Parliament solution.

Task 4: Support the e-Parliament system software development process. Following the selection of software development service provider, the consulting firm will assist Parliament team in the management of the product during the software development phase. Key activities to be performed during the iterative software development process are:

- Communicate clarifications of the established system requirements, as required by the software development team and other project stakeholders, to make sure the vision and goals are clear throughout the product development process, as well as ensure full alignment with the business objectives identified in the ToR document. The business analyst will provide answers and clarifications regarding the product feature, in a timely manner, and make sure there is a buy-in from Parliament designated representatives on all decisions in the process,
- Facilitate collaboration among all stakeholders (users and sponsors representatives, software development team) throughout the software development process,
- Provide quality assurance in the process of testing product features during the development process so that the solution progress to the final product, which delivers highest possible value to all stakeholders, through iterative process, until its full setting in function.

V.   Scope of Assignment
The scope of work includes the following:

Technical Assessment
- Comprehensive Assessment:
  i.   Review existing Parliamentary processes, documentation, and decision-making workflows.
  ii.   Analyze the current technological infrastructure and identify gaps.
  iii.   Consult with Parliamentarians and relevant officials to understand their needs and expectations.

- Technology Recommendations:
  i.   Propose appropriate hardware and software solutions for the e-Parliament system.
  ii.   Recommend cybersecurity measures to ensure data integrity and privacy.
  iii.   Identify any integration points with existing government systems.

- Technical Specification and Design:
  i.   Prepare a detailed technical specification document outlining the system's features, functionalities, and interfaces.
  ii.   Consultant will use applicable standards and protocols, guidelines, and procedures spelled out in the following available documents at MOCTI, Government Enterprise Architecture.

- Roadmap and Implementation Plan:
    i.   Develop a comprehensive roadmap for the phased implementation of the e-Parliament system.
    ii. Define clear milestones, deliverables, and timelines for each phase.
    iii. Provide cost estimates and resource requirements for the implementation.

- Preparation of Bidding Documents following prescribed Standard Bidding Documents

- Implementation Phase:

    i.   Following satisfactory completion of the above Tasks and subject to expressed need and approval by the Parliament, the Consultant could be available on a retainer basis during the subsequent 6 months to provide technical support as needed. During this period the consultant will specifically provide intensive help to the Parliament of Sierra Leone in developing bid documents, assist the PCU / Parliament in the evaluation and selection processes of a vendor for implementation of approved e-Parliament System based on World Bank Procurement rules and guidelines.

    ii. Provide a transition plan for migration from the current mode of operation to the proposed system.

VI.   Reporting, Time Schedules, and Payment Schedule

The consulting firm will be responsible for delivering the following:

1. An inception report within two (2) weeks after the contract is signed. The report should provide a clear picture of how the consulting firm understands the TOR and intends to achieve the expected tasks. It should propose a methodology for the assignment, including specific questions that will be researched, key stakeholders to be consulted and policies/regulatory frameworks that will be reviewed to carry out the required assessments. The report should also include a work plan with timelines for all the tasks that the consulting firm will undertake during the assignment.

2. A comprehensive e-Parliament blueprint document within eight (8) weeks, after the inception report, the e-Parliament blueprint document will provide a comprehensive outline of the design, architecture, functionalities, and implementation plan for the e-Parliament system. A technical specifications and design documents for the e-Parliament, the document will provide detailed information about the system's architecture, functionalities, user interfaces, and technical requirements. These documents serve as a blueprint for the development and implementation of the e-Parliament system.

3. The roadmap and implementation plan for the e-Parliament system within four (4) weeks, after the development of a comprehensive blueprint document, outlining the various phases, activities, milestones, and timelines required to successfully develop, deploy, and operationalize the system. This plan serves as a guide for project management and helps ensure the project progresses in a structured and organized manner.

4. A full comprehensive report will be submitted within two (2) weeks after the completion of the roadmap and implementation plan. The report will detail the complete design, architecture, functionalities, and implementation plan for the e-Parliament system. Detailed technical specifications, design, and best practices.

The Consultant is expected to complete the assignment in full within sixteen (16) weeks The Consultant will regularly report to the Clerk of Parliament, or staff designated by the Clerk, on all aspects of the agreed activities and report to the SLDTP Project Coordinator.

The deliverables comprise the following:

No	Deliverable	Timeline	Indicative payment schedule
1.	Inception report, detailing how the assignment will be delivered	Commencement + 2 weeks	10%
2.	A comprehensive e-Parliament blueprint document including technical specifications and design documents	Inception Report + 8 weeks	30%
3.	The roadmap and implementation plan	A comprehensive e-Parliament blueprint document + 4 weeks	20%
4.	Final report	The roadmap and implementation plan + 2 weeks	25%
5	Preparation of bidding documents	Preparation of bidding documents following prescribed Standard Bidding Document (SBD) • Pre-qualification of bidders • Evaluation of tenders • Costing of the development of the e-Parliament system	15%

Inception Report: A draft inception report will be submitted by the consultant following project mobilization, which will contain an updated and more comprehensive understanding of the scope of work and methods to be used to accomplish the work based on inception interviews with clients and stakeholders. The report will include a detailed work plan for the execution of the project, a summary of findings to the date and identification of any problems, issues, or questions on which the Consultant requires guidance, decision or action by Parliament and or PCU.

The Consultant will make an inception report presentation to the Parliament and PCU at a meeting convened not later than 7 working days following the submission of the draft inception report. The Parliament and PCU will provide written comments on the draft inception report and presentation, not later than 5 working days following the date of presentation.

e-Parliament Blueprint Document: The consultant will be required to produce a recommended Software Application System Architecture Design for Parliament to serve as an indicative representation of the desired application solution required to be implemented at the Parliament.

The system architecture for the e-Parliament system should be highly scalable and designed with high fault tolerance capabilities, high levels of service availability, accessibility, and security. The report shall describe how a desired solution may be structured and specify how it should interface or interact with other systems at Parliament. Data architectures that allow for future use of markups should be incorporated as part of the system design. This architecture design report will guide prospective solution developers and integrators to propose a solution that will best fit the context of the Parliament internal operations and external interactions with other government agencies.

The report will include comprehensive specifications of functional and technical requirements based on interaction with stakeholders and considering technology trends and international experience in establishing e-Parliament system infrastructure. The technical and functional specifications should be provided for each element of the system. A separate and detailed security assessment for safeguarding information assets relating to the infrastructure should be included as part of the report.

Preparation of bidding documents: The consultant will produce a set of tender documents that should follow the World Bank's Procurement standard bidding document structure along with the following details among other things:

- Technical and functional requirements for the e-Parliament System
- Requirements for compliant bids
- Bid process.
- Evaluation criteria
- Draft contractual agreements and safeguards

Tender Process: The consultant will provide all necessary support to Parliament and PCU for the efficient and professional management of the tendering process. This includes facilitating structured engagement between the PCU, Parliament and bidders, and helping Parliament and PCU to communicate effectively with bidders.

The authorized staff of Parliament and PCU, helped by the consultant, will evaluate bids, as per the evaluation criteria laid down in the bidding documents. A draft evaluation report will be prepared at the end of the assignment and will be finalized in consultation with Parliament and PCU. A simple checklist-based Acceptance Criteria will be prepared by the consultant for client to assess the extent to which the final installed solution meets the client's business requirements as documented in the needs analysis study done at the beginning of the process.

Final Completion Report: A final completion report will be prepared at the end of the assignment and will be finalized in consultation with the Parliament and PCU. The finalized report will contain findings, conclusions and recommendations for the smooth implementation and sustainability of the e-Parliament system infrastructure.

VII. Qualification and Experience of Consulting Firm

The consulting firm must meet the following requirements:

1. Technical Experience: Must have at least ten (10) years of expertise in designing and implementing e-Government solutions, including e-Parliament systems. Knowledge of Parliament processes and decision-making workflows. Experience in working with relevant information and communication technologies. Familiarity with cybersecurity best practices. Strong communication and presentation skills.

2. An understanding of government structures, Parliament workflows, and decision-making processes is crucial for developing an effective e-Parliament blueprint. The firm should have technical expertise in software development, database management, information security, and other relevant technologies required for e-Parliament systems. User-friendly interfaces and seamless user experiences are essential for the successful adoption of e-Parliament systems. The firm should possess UX design skills to ensure user satisfaction. Previous experience in delivering successful e-Parliament or e-government projects for

other clients demonstrates the firm's capability and reliability. Given the sensitivity of Parliamentary documents and information, the firm should have a strong understanding of data security and privacy best practices.

3. Reputation and Excellent Standing: Provide reviews, testimonials, or references from previous clients in the execution of at least two (2) similar assignment in the past five (5) years, to gauge the consulting firm's professionalism, quality of work, and ability to deliver results.

4. Must have relevant experience working in Africa.

The assignment calls for a team of at least 5 persons who will possess the following qualifications, skills and experience:

Key Position	Experience	Qualifications
(1) **Team Lead (Project Manager)**	Must have not less than ten (10) years of experience working in the establishment or operation of an ICT related project, and must be familiar with the technical, operational, and commercial aspects of application and web development. Moreover, must have demonstrated experience in managing at least one (1) project of similar nature in the past ten (10) years. Communication and Collaboration Skills: Must provide at least two (2) client testimonials or feedback with contact references on the team lead's interpersonal, communication, and collaboration skills. Must have relevant experience working in Africa.	Must hold a Master's Degree in Computer Science, Information Technology, or Public Policy/Public Administration, Business Information Technology, and Business Administration with a focus on technology management, or relevant post-graduate qualification. Additionally, specialized certifications or training in areas such as compliance and ethics, privacy, data protection, IT Service Management, Cybersecurity and Project Management is an added advantage.
(1) **Technical Expert-1 (Network**	Must have at least eight (8) years of post-experience with strong technical background in network infrastructure	Must hold a master's degree in Information Technology, Computer Science or a related post-graduate qualification or professional IT

Infrastructure & System Architecture)	and systems architecture.	certification in areas such as Network Interconnection, Internet Infrastructure, IT Service Management, Cybersecurity. System Architecture, Project Management is advantageous. The expert must have demonstrated experience working on at least one (1) similar assignment in the past five (5) years.
(1) **Technical Expert-2 (Business Analyst)**	Must hold a Master's Degree in Business Administration, Finance, Economics, or a related post-graduate qualification. In addition, certifications or training in areas such as Finance or Business Analytics. The expert must have demonstrated experience working on at least one (1) similar assignment in the past five (5) years.	Must have at least eight (8) years of post-experience in the business, with strong knowledge in business planning and feasibility studies and systems requirement analysis in the ICT sector.
Information Security Expert	Must hold a Master's Degree in Computer Science, Computer Engineering, IT or other IT related. The expert must have demonstrated experience working on at least three (3) similar assignment in the past five (5) years. Knowledge/Areas of Expertise: Design, development, and implementation of software systems, applications, and related products. Systems planning, security principles, functional shell code fundamentals, and general software management best practices. Current software protocols, and Internet standards, including TCP/IP,	Must hold a master's degree in Information Technology, Computer Science or a related post-graduate qualification or professional IT certification in areas such as Security + or Network + certification from CompTIA, Certified Information Systems Security Professional (CISSP) (ISC)² or Certified Ethical Hacker (CEH) certification from the EC-Council would be an added advantage.

	HTML, AJAX, JavaScript, and XML, Regular Expressions, Wiki Markup, SQL, Linux, IOS, Perl, Python, Bash,ASP.Net and PHP programming languages. Software troubleshooting experience. Testing, flowcharting, and data mapping tools and procedures. Demonstrated knowledge of applicable practices and laws relating to data privacy and protection. Well-versed in multiple security technologies such as SIEM; Intrusion Detection Systems; Endpoint security; Web Proxy/Content Filtering; Active Directory, PKI, Radius, Log Analysis, etc. Broad knowledge of business-impacting security scenarios and viable methods to detect these scenarios.	
Application Specialist	Must hold a Master's Degree in Computer Science, Computer Engineering, IT or other IT related. The expert must have demonstrated experience working on at least three (3) similar assignment in the past five (5) years. Proven experience as application developer Experience in designing and building applications Ability to program in at least one programming language such as C#,	Must hold a Master's Degree in Computer Science, Computer Engineering, IT or other IT related. Three (3) years related work experience PLUS an additional two (2) years for every one year of related college education requirement noted above.

Java (J2EE) etc. In-depth knowledge of programming for diverse operating systems and platforms using development tools Excellent understanding of software design and programming principles. A team player with excellent communication skills Analytical thinking and problem-solving capability Great attention to detail and time-management skills Certified application developer is a plus	

VIII.   Facilities Data and Information to Be Provided by Client

The office of the Clerk of Parliament shall provide office space for the successful consulting firm to facilitate the smooth implementation of the assignment. The following shall be provided to the Consultant by the Employer:

i.   facilitate the provision of access to relevant documents and data available which may be supportive to the Consultant, and

ii.   prepare a letter introducing the consulting firm to operators in the telecommunications sector and other relevant institutions, wherever required in performing the assignment.

The firm shall provide all the administrative, technical professional and support staff needed to carry out the assignment efficiently. The Consultants shall also be responsible for providing all other necessary facilities and logistical support for its staff/teams, including accommodation, vehicles/transportation, office equipment, field survey and investigation equipment, laboratory testing, communications, utilities, office supplies and other miscellaneous requirements wherever applicable to render their services. The firm shall nominate and make available a contact person for regular meetings with the Project Coordination Unit and Parliamentary teams.

IX.   Working Language

The working language for the consultancy service shall be English.

X.   Conflict of Interest

The successful consulting firm shall declare any conflict of interest, especially if any or all of the consultants is/are currently carrying out consultancy work for other stakeholders is the sector in Sierra Leone.

XI.   Confidentiality of Information

The firm shall protect the confidentiality of the data or information received to conduct this assignment and shall sign a confidentiality agreement with the Clerk of Parliament. No data, information, or deliverables from this assignment will be released to third parties without a written approval of the Parliament. The Consultant shall surrender all data and other materials to the Parliament and shall not retain any information or materials after closure of the assignment.