

FEDERAL REPUBLIC OF NIGERIA
NIGERIA DIGITAL IDENTIFICATION FOR DEVELOPMENT PROJECT
TERMS OF REFERENCE
CONSULTANT TO DEVELOP A COMMUNICATIONS STRATEGY

1. BACKGROUND

Of the 187 million living in Africa’s most populous country, only about 30% have had their births registered - this figure drops to 19% in rural areas and to 7% within the poorest quintile of the population. Less than 50% of residents have any form of ID card, whilst only 9% of individuals have a national ID number (NIN).

Nigeria hosts a fragmented ID landscape which incurs significant costs on the Federal Government (FGN). Over 13 government agencies (National Identity Management Commission, National Population Commission, Central Bank of Nigeria, Independent National Electoral Commission, Nigerian Communications Commission and others) and at least 3 state agencies offer ID services in Nigeria. Many of these agencies, capture biometrics and issue ID cards independently without data links with other systems, resulting in duplication and sub-optimal utilization of scarce resources.

The FGN has indicated a strong desire to harmonize the existing identification ecosystem towards developing a foundational identification platform which can be leveraged to improve service delivery. A Strategic Roadmap for Developing Digital Identification in Nigeria was prepared with the support of the World Bank Group, and highlighted the need for a minimalist, foundational, and eco-system-based approach to identification in the country. The Roadmap was endorsed by the Harmonization Committee on January 31, 2018, and by the Federal Executive Council (FEC) in September 2018.

Consequently, the FGN applied for a credit from the World Bank to increase the number of persons in Nigeria who have government-recognized proof of unique identity that enables them to access services. The Project will be implemented by a Project Implementation Unit (PIU) in the National Identity Management Commission (NIMC) and an Ecosystem Coordination Strategic Unit (ECSU) in the Office of the Secretary to the Government of the Federation (OSGF) under the oversight of a Project Ecosystem Steering Committee (PESC).

There are two types of communications under the ID4D project which have been split according to the agreed institutional arrangements. External communications (e.g. with the general public about the ecosystem approach, how to enroll, where to enroll, that enrollment is free, etc.) will be managed by the ECSU. Internal communications with the ecosystem partners (e.g. within NIMC and with those agencies/entities licensed to do enrollments for NIMC about how to do enrollments, how to become a partner, where to get help with technical issues, technical updates, etc.) will be managed by the PIU in NIMC.

A consultant firm shall be engaged to support the ECSU and NIMC to design a coherent project-wide Communications Strategy for the ecosystem enrollment model and to

support the ECSU and PIU in the development and implementation of communications campaigns.

2. OBJECTIVES OF THE ASSIGNMENT

The firm will design the Communications Strategy and materials with the aim of providing clarity on the new ecosystem enrollment model for both internal and external audiences. The objective is assuring the quality, tone and consistency of various communication products and stakeholder engagement efforts both internally and externally. The objectives are:

- a) To develop a comprehensive five-year Communications Strategy and guidelines for communications, knowledge sharing, public awareness and publicity;
- b) Develop a five-year communications action plan for effective and efficient communications about the ecosystem enrollment model.
- c) Support the ECSU and PIU in the implementation of the Communications Strategy and action plan.

Key principles to guide the development of a comprehensive communications strategy for the Nigeria ID project include:

- d) Complete coverage: the communications strategy should cover and reaches all the people eligible for NIN, including residents of Nigeria and Nigerians abroad
- e) Understanding of need and benefits of NIN: people should understand what NIN is, what benefits it can provide to them and how they can use it
- f) Sense of pride: people should want to possess the NIN with a sense of pride
- g) Familiarity with the enrolment process: people should understand the NIN enrolment process - how, where and when they can get their NIN
- h) Awareness of the grievance handling mechanism: people should be familiar with the grievance handling mechanisms, and contact centre/ helpline facilities
- i) Mobilizing people for enrolment: strategy for mobilizing people to participate in the enrolment drives, with special focus on vulnerable, marginalized, persons with disabilities, homeless, migrants, disabled, and elderly.
- j) Mobilizing introducers: as introducers are important enablers of ensuring coverage and inclusion in the ID program, the communications strategy needs to consider awareness and mobilization requirements of introducers.

3. SCOPE OF SERVICES

The scope of services covers conceptualizing, planning, organizing, directing, implementing and supporting the overall communication strategy and internal and external communications campaigns for the ID4D Project.

Task 1: Rapid situation analysis and assessment of best practice

This activity should ultimately result in a *set of strategic choices* that will guide the implementing agencies and ensure that objectives are achieved with maximum efficiency, effectiveness and minimum cost. This should be achieved by:

- a) Working closely with the ECSU and PIU to determine the communication requirements that must be met to support the goals of the five-year ID4D Project;

- b) Undertaking a rapid situation analysis of the current communication and public relations activities being undertaken by NIMC. This will include review of internal and external audiences, communication materials and channels being used, current media relations practices, key players and actors, review of ongoing communication activities.
- c) Assessing best practice internationally on communications in the ID sector.

Task 2: Develop Communications Strategy and five-year action plan for the project to enhance the awareness, understanding, and knowledge of the ecosystem enrollment model

- a) For both internal and external communications the Strategy should enhance the awareness, understanding, and knowledge of the ecosystem enrollment model by:
 - a. Identifying the target audiences (e.g. enrollment partners in the public, private and NGO sectors; general public; traditional and religious leaders; marginalized and vulnerable groups, etc.) and the communications objectives for each target audience (stakeholder mapping);
 - b. Identify key messages and strategies for both internal and external communications that will guide the design and implementation of communications campaigns. These should consider, for example:
 - i. Logo and branding strategy: developing a brand strategy and positioning for the NIN (e.g. Logo, Name, Tagline, Creatives, etc.)
 - ii. Pre-enrolment strategy: informing people about where, how, and why to register through public information campaigns; developing clear, consistent messaging regarding process and requirements, to avoid spreading of misinformation and creating barriers to participation.
 - iii. Campaign methods: strategy for developing broad, national-level efforts, and localized outreach, conducted in local languages; strategy and methods for alleviating fears or concerns, for example, about the misuse of personal data or discrimination.
 - iv. Community perceptions and sensitivities: strategy considering social or religious norms (e.g., acceptability of a male agent coming into physical contact with a woman for capturing fingerprints, facial images of women wearing a face veil, and so on).
 - c. Specify appropriate communication channels, dissemination methods and media such as video, print, web/online media, traditional media, and social media, among others, to effectively communicate key messages to specific stakeholders
- b) For the 5-year communications plan:
 - a) Identify and detail approaches for fulfilling the communication requirements in a comprehensive and coordinated communication strategy;
 - b) Delineate roles and responsibilities of the ECSU and the PIU for implementing the communications strategy;

- c) Prepare an action plan and implementation plan for the approved communication strategy;
 - d) Provide for customization of the strategy by enrollment partners or according to geopolitical zone/State: The strategy may provide guidelines for customizing the communications plans by enrollment partners and according to geographical location.
 - e) Social media strategy: Develop a social media strategy (including informational chatbots) for handling various communications and information campaigns during the program implementation.
- c) Prepare a list of resource requirements (human and financial) and estimated implementation budget for the proposed communication strategy and action plan;

Task 3: Support the ECSU and PIU in the production and implementation of communications campaigns

- a) Support ECSU and PIU in engaging a Creative Agency: Develop a scope of work for engagement of a Creative Agency to develop various media (posters, TV/ radio ads, jingles, billboards, handouts, internet and social media banners, mobile caller tunes, ringtones, and many more.) in accordance with the branding guidelines in the communications strategy.
- b) Support ECSU and PIU in engaging a Media/ Advertising Agency: Develop a scope of work for engagement of such an agency to plan and execute the various media and advertising activities as defined in the communications strategy. These will include activating campaigns across various channels:
 - a. broadcast (TV, radio, print, internet)
 - b. outdoor (static – hoardings, pamphlets, and interactive – stalls, street plays in rural areas, etc.)
 - c. social media (primarily Whatsapp, chatbots)
 - d. telecom (IVRS, caller tunes, ringtones)
 - e. sports and entertainment (tie-ups with local sporting events, tie-ups and endorsements with regional and national celebrities)
- c) Develop delivery and packaging plans for messages which includes the design of various types of media products (e.g. print and electronic) that can be employed to promote the ecosystem enrolment model;
- d) Develop clear guidance for ECSU and PIU staff and for enrolment patterns to leverage websites and social media, stakeholder engagement (workshops, press conferences, etc.), radio, TV, etc. for communications campaigns, including developing the Project’s online presence;
- e) Provide technical assistance and support to the communications personnel at the ECSU and PIU in the implementation of communications activities.

Task 4: Introduce a simple and effective system to monitor the quality and effectiveness of communications interventions

- a) The system should include the use of monitoring information at various levels for constant improvement of communication activities.

- b) Provide templates and inputs which will enable the ECSU and PIU communications staff to produce six-monthly monitoring reports.
- c) Develop a mechanism to forecast and manage likely communication crises before they occur.

4. REPORTING, LOCATION AND TIME SCHEDULES

The consultant firm will report to the ECSU and PIU coordinators.

The commencement of the services shall come into force and effect on the date (the “Effective Date”) of the Client’s notice to the Consultant instructing the Consultant to begin carrying out the services.

The overall timeframe (from the Effective Date) for the development and implementation of the Communication Strategy and action plan will be one year, renewable based on good performance.

Task	Deliverable	Schedule
Inception	Draft inception report including workplan and consultation plan submitted to ID4D Secretariat	Within 7 days from the Effective Date
Inception meeting to review workplan and discuss amendments	Endorsed inception report including workplan and consultation plan	Within 10 days from the Effective Date
Task 1: Rapid situation analysis and assessment of best practice	Report	Within 4 weeks from the Effective Date
Task 2: Communications strategy and action plan with budget	Draft	Within 8 weeks
ECSU, PIU, WB review of draft for Task 2	Review	Within 10 weeks
Task 2 Finalized communications strategy, action plan, and budget	Final draft	Within 12 weeks
Task 3: Communications campaigns and materials	Communications campaigns materials designed and campaigns implemented and monitored; guidance for ECSU and PIU developed	Months 3-12 of contract
Task 4: Implementation monitoring		Months 3-12 of contract

All reports are to be submitted to the ECSU and PIU electronically in either Microsoft Word or PDF format.

5. FIRM QUALIFICATION

The consulting firm's experience must include:

- a) At least ten (10) years of relevant experience in developing, designing, production and publishing/dissemination/airing of communication strategies and products using various media;
- b) Experience planning and rolling out large-scale/national marketing campaigns, and the ability to identify and implement scalable process improvements using a data-driven approach;
- c) At least 2 or more successful national consultancy contracts completed in the past 5 years in strategic communications planning.

The Team Leader must have:

- a) At least a MA degree in communication, marketing, MBA, or equivalent;
- b) 10+ years of experience in marketing and communication management;
- c) Experience developing and executing marketing strategy successfully while collaborating cross-functionally and building consensus, with effective project management expertise;
- d) Extensive experience in engaging with the media;
- e) Critical thinking and analytical capabilities, with the ability to develop creative/non-traditional solutions;
- f) Strong inter-personal skills, in particular, demonstrated team leadership qualities and excellent oral communication skills.

The other key staff should have a minimum of First Degree in the same disciplines as above. They must also have 2-5 years of experience in the design and implementation of communications materials, proven track record in strategic communications planning, advertising, message and information education communication (IEC) development, excellent command of major Nigerian languages both written and oral, ability to work in a team, and ability to travel as required.

6. FACILITIES AND INFORMATION TO BE PROVIDED BY THE CLIENT

NIMC will facilitate access to key information available with various government agencies. They will also facilitate client access to relevant staff in various agencies, facilitate visits, and organize stakeholder workshops for carrying out of this assignment. They will also facilitate making extra copies of the reports and their distribution. They will also provide feedback on the outputs in a reasonable timeframe.

7. ESTIMATED EFFORT LEVEL AND DURATION OF THE ASSIGNMENT

The duration of the assignment is for one year, renewable subject to good performance.

8. PAYMENT SCHEDULE

The payment is scheduled as follows:

Output	Payment (%)
Inception report including workplan	10%
Final Communications Strategy and action plan	30%
Status report on implementation of communications campaigns (6-months in to contract)	30%
Status report on implementation of communications campaigns (12-months in to contract)	30%