

FEDERAL REPUBLIC OF NIGERIA
NIGERIA DIGITAL IDENTIFICATION FOR DEVELOPMENT PROJECT
TERMS OF REFERENCE
CONSULTANT FIRM TO DESIGN THE PROJECT GRIEVANCE
REDRESS MECHANISM

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).

A consultant firm shall be engaged to support NIMC to design the ecosystem enrollment system's Grievance Redress Mechanism.

2. OBJECTIVES OF THE ASSIGNMENT

The overall objective is to develop a Grievance Redress Mechanism (GRM) for the enrollment ecosystem, managed by NIMC, which should effectively and efficiently receive and respond to the concerns, complaints and grievances arising from the ecosystem enrollment model.

An effective GRM is required to provide pathways for stakeholders to raise issues about project implementation and performance. An effective GRM will rest on six key principles:

- Fairness. Grievances are treated confidentially, assessed impartially, and handled transparently.
- Objectiveness and independence. Operates independently of all interested parties to guarantee fair, objective, and impartial treatment to each case.
- Simplicity and accessibility. Procedures to file grievances and seek action are simple enough that complainants can easily understand them.
- Responsiveness and efficiency. Designed to be responsive to the needs of all complainants.
- Speed and proportionality. All grievances, simple or complex, are addressed and resolved as quickly as possible.
- Participatory and inclusive. Project-affected people—enrolees, members of vulnerable groups, project implementers (e.g. enrolment partners and their staff), civil society, and the media—are encouraged to bring grievances and comments to the attention of project authorities.

3. SCOPE OF SERVICES

The consultant will work closely with the NIMC PIU to support the work planning, methodological approach, consultations and drafting of a design for the GRM. The consultant will also work closely with other consultants working on assignments related to the NIMC ID4D Project to ensure complementarity and cohesion between consultancies.

Key Tasks of the assignment will include:

Task 1: Review international best practice and existing trends and patterns of grievances in NIMC’s Customer Care Department

- a) Review best practice for customer care, complaints, grievances, etc. in the identification sector and private sector in Nigeria and/or internationally;
- b) Identify and analyze historical and current types of grievances, disputes, and complaints received by NIMC’s Customer Care Department; and
- c) Evaluate the scope of the existing Customer Care Department and identify the potential to build on this existing department to develop a robust, national GRM for NIMC and the whole of the ecosystem enrollment scheme which includes multiple channels, guaranteed availability, etc.; and

Task 2: Identify type and volume of potential grievances that may arise during implementation of the ecosystem enrollment model and assess existing resources

- a) Identify potential grievances, disputes, complaints or equivalent that may arise from the implementation of the ecosystem enrollment model, estimate volume/number of complaints likely to be received under the new model, and determine future GRM’s scope and scale; and
- b) Assess the resources—human, financial, and technological—that are currently available to implement the GRM and identify resource and staffing gaps.

Task 3: Design the GRM Workflows, Processes, Budget and Roll-Out Plan

The consultant will design a GRM for NIMC which includes a grievance redress policy, GRM manual, budget for implementation over the life of the project, and roll-out plan.

The design should identify guiding principles; define the scope and types of grievances to be addressed; set out a user-friendly procedure for lodging grievances; outline a grievance redress structure with multiple channels and guaranteed availability; describe performance/service standards; and spell out internal and external grievance review procedures.

- The mechanism should be able to address multi-party, multi-issue, and anonymous complaints.
 - The mechanism should be responsive, respectful, and predictable—clearly laying out an expected timetable for key process milestones.
 - The mechanism should identify procedures for multiple points of entry, including face-to-face, written complaints, telephone complaints, or e-mails/social media.
 - The mechanism should be available in the major languages of Nigeria and should be accessible to groups with unique needs (e.g. persons with disabilities).
 - The design of the mechanism should include guidance on the types of technology, services (e.g. call center), and other tools necessary to run a robust, national complaints department that is accessible to all people seeking to enroll and to enrollment partners.
 - The design of the mechanism should include a plan for regular monitoring and evaluation of the GRM which interfaces directly with the Project's M&E plan and enables constant improvement of the GRM.
 - The mechanism should be responsive to issues of sexual exploitation and abuse / sexual harassment following a survivor-centric approach.
- a) Design GRM workflows and processes:
1. As part of the design, the consultant should elaborate all the GRM workflows and processes for all the stakeholders serviced by the GRM system, including but not limited to grievance handling and redressal; resolutions of complaints and disputes; technical support and helpdesk/ contact center functions; management and reporting of GRM.
 2. The consultant will develop detailed workflow diagrams and process maps that clearly identify and establish role allocation between the various departments involved in implementing the GRM workflows and processes.
- b) Formulate functional requirements for the GRM system and contact center:
1. Develop detailed functional, technical and operational requirements required to establish a best-in-class GRM and contact center system.
 2. The requirements should be formulated with a clear focus on the poor, unreached and marginalized groups of people who are likely be the primary customers for the contact center, while ensuring that the objectives of the GRM system are achieved with maximum efficiency, effectiveness and minimum cost.

3. The requirements should also clearly state the success metrics for the GRM and contact center system in terms of:
 - i. Accessibility – meeting specific needs of different stakeholders based on their preferred mode of interaction - (voice, chat, internet, etc.)
 - ii. Service quality – highly available, responsive, providing best-in-class experience for all stakeholders
 - iii. Scalability – capacity to manage growth in volumes of queries and complaints, geographic spread to reach all sections of population
 - iv. Cost effectiveness – ability to provide services at minimum cost to the government, and improving productivity and cost efficiency with growth in size of operations
 4. The requirements specifications shall also consider and specify various technology solutions and IT infrastructure, that will need to be implemented as part of the GRM system and contact center solution, including: Customer Relationship Management (CRM), Automatic Call Distribution (ACD), IVRS, Computer-Telephony Integration (CTI), Call Loggers, Email-response software, Reporting system, Scanning solution for complaint letters and faxes, Inbound and Outbound PRI lines and other equipment for operationalizing the contact center.
 5. The above requirements may be developed keeping in mind different options for on-premise contact center, cloud-based contact center solution or outsourced contact center.
- c) Provide inputs on communication about the project GRM in the project Communications Strategy

Task 4: Communicate and finalize the proposed GRM mechanism to stakeholders

- a) Facilitate stakeholder consultation workshops with potential enrollment partners and civil society on the proposed design for the GRM; and
- b) Incorporate relevant comments and feedback from the consultations and finalize the proposed GRM design, budget, and roll out plan.

Task 5: Identify staff to manage the GRM system as well as staffing gaps and a staffing plan

- a) Staff in charge of grievance redress should be skilled and professional. Based on the consultant's recommendations, project management will identify staff within NIMC and assign them responsibility for handling grievances, as well as engage new staff and/or services as needed to fill staffing gaps.
- b) The consultant will design a training plan to teach staff about the new GRM, how to handle grievances, and why the GRM is important to the ecosystem enrollment model's success. This training material will include information about interacting with complainants, service providers, and enrollment partners; the organization's customer service standards; and internal policies and procedures in relation to grievance redress as spelled out in the GRM design.

4. REPORTING, LOCATION AND TIME SCHEDULES

The consultant will report to the PIU Coordinator in NIMC Headquarters Abuja.

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 of the Grievance Redress Mechanism will be 24 weeks.

Task	Deliverable	Schedule
Inception	Draft inception report including workplan	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
Assessment of existing structures, processes, potential grievances and recommended actions - Tasks (1) and (2)	1st draft report on assessment and recommendations of existing issues and structures submitted for review	Within 4 weeks from the Effective Date
PIU review of assessment report	Reviewed report of assessment and recommendations of existing issues and structures	Within 8 weeks from the Effective Date
Incorporation of PIU comments and finalisation of report	Final report of assessment and recommendations of existing issues and structures	Within 9 weeks from the Effective Date
Draft report of proposed GRM - Task (3)	Draft design, manual, and specifications for the proposed GRM submitted for review	Within 13 weeks from the Effective Date
PIU review of proposed GRM including plan for review and improvement	Reviewed draft design and manual for GRM	Within 15 weeks from the Effective Date
Incorporation of PIU comments	Draft final design and manual for the GRM for consultation	Within 17 weeks from the Effective Date
Validation workshop(s) and finalisation of report – Task (4)	Report of validation workshop feedback received Revised final design and manual for the GRM based on feedback from the workshop	Within 19 weeks from the Effective Date
Staff training and capacity building on the GRM design	Training materials and training of identified GRM staff	Within 22 weeks from the Effective Date

All reports are to be submitted to the ID4D PIU electronically in Microsoft Word and/or PDF format.

5. QUALIFICATION OF THE CONSULTANT

The consulting firm Experience include:

- a) Proven experience designing and implementing grievance redress mechanisms, customer care / customer service departments, etc. in the public and/or private sectors;
- b) Relevant experience in working for governments, private sector, and/or international organizations on consultancy assignments.

The Team Leader must have at least a Masters degree in a relevant discipline (e.g. Business, Law, Public Administration, management, international development, etc.) and a minimum of 10 years relevant experience designing these types of systems and/or managing large scale customer service systems.

Additional key staff should have a minimum of a First Degree in a relevant discipline and proven experience designing or implementing customer service, customer relations, or grievance redress management systems.

Other competencies include: Knowledge of requirements of Grievance Redress Mechanism, of multilateral financial institutions (e.g. the World Bank) and development co-operation agencies preferred; Strong inter-personal skills, in particular, the ability to work as a team and work closely with the clients (the PIU and ECSU); Fluency in written and spoken English.

6. FACILITIES AND INFORMATION TO BE PROVIDED BY THE CLIENT

Adequate office space, with furniture and internet facilities, shall be assigned to the consultant.

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 24 weeks. The contract type is Lump Sum.

8. PAYMENT SCHEDULE

This will be a short-term consultancy and payment is scheduled accordingly.

Output	Payment (%)
Inception report including workplan and consultation plan	10%
Assessment report from task 2	20%
Final design,manual, specifications, etc. for GRM (Task 3)	50%
Training of GRM staff	20%