



GOVERNMENT OF NEPAL
MINISTRY OF FEDERAL AFFAIRS AND GENERAL ADMINISTRATION (MOFAGA)
PROVINCIAL AND LOCAL GOVERNANCE SUPPORT PROGRAM (PLGSP)

Terms Of Reference For Hiring Consultancy Service for development of
Intergovernmental Reporting and Data Sharing
Portal

September 2021

Kathmandu, Nepal

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1. Summary

Summary of the Proposed Activity	
Fiscal Year	2078/79 (2021/22)
Output	Output 2: Federal level institutions develop tools and systems to support provincial and local governments in a consultative process.
Activity Num	2.37
Activities (ENG)	Upgrade MoFAGA online portal for inter-government (federal, province and local) reporting and data sharing on different thematic areas including GESI
Activities (NEP)	सङ्घ, प्रदेश र स्थानीय तहका निकायहरूको सूचना र प्रतिवेदन आदान प्रदानको लागि MoFAGA Portal लाई Upgrade गर्ने
Milestone Unit	1
Milestone Explanation	Upgraded MoFAGA online portal for sharing data for all levels of government
Total Budget	500
Budget Source	JFA
Executing Unit	Program Coordination Unit (PCU)
Responsible	IT & eGovernance Specialist
Support	GESI Specialist

2. Overview

The Provincial and Local Government Assistance Program (PLGSP) under the Ministry of Federal Affairs and General Administration (MoFAGA), is a major national program of the Government of Nepal. This program is more focused on building the institutional, organizational and personal capacity of the federal, state and local governments. PLGSP provides a common framework for coordination and cooperation in good governance programs at the state and local levels as an umbrella program. It also coordinates grants programs from other development partners. Achieving the objectives of the PLGSP requires effective management of public financial management related activities such as planning, budgeting and implementation, procurement management, accounting, reporting and auditing processes. The task of financial management should focus not only on the technical process but also on the role, responsibilities, institutional motivation and information of the officials.

With the new federal structure, each entity of this level of government is obliged for a variety yet different functions prescribed by the constitution of Nepal. Local level government functions to be the entity with first reach of citizens with responsibility of delivering basic services. For this, there is a need for data on socio economics for short and long term decision making at local, provincial and central level.

The importance of data cannot be understated as it provides the basis for reporting the information required in the day to day operations. Data is essential for generating evidence based information for statistical and strategic analysis. Data is an integral part of planning and decision making, therefore are assets for public and private organizations and individuals. Accurate, authentic and updated data are vital for evidence based governance. Since governance is strengthening rights based approach, data is vital for service delivery - for transparent and accountable governance.

With Nepal transitioning into federalism, and with development responsibilities are devolved into 753 local government units, the need for data in planning, decision making and overall development, therefore has become urgent and important. Governments' major functions including policy formulation, transforming policies into development, and constant monitoring and evaluation of performance, all require data. Therefore, data will play a critical role for successful implementation of federalism and accelerating development and service delivery at the doorsteps of citizens. As with all countries, the

government is the most important generator, supplier and user of data. This is because the government needs to plan on what and how to serve citizens, deliver the right services on demand and citizens receive service providing information and tax- this intense interaction produces and uses immense data.

Generally, there is an authorized agency, as statistical offices, are responsible for the data ecosystem (collection, storing and dissemination of data). However, with the increasing production of data, in the new era of development, these statistical offices need to be supported and facilitated by new ways of gathering data, new partners, new users and new policies for better lives. In Nepalese context, particularly in the federal context, local government, being the first and the closest government unit with citizens and with higher service delivery rights have become the biggest producer as well as consumer of data for development.

However, despite of this need and production of data, studies show that there are various problems in the data management in government agencies:-

- All government agencies of different tier need data, and the source of data, in most cases, are local governments. Without any prior discussion, coordination and communication, government agencies are demanding data (collecting data), mostly using their own specific computer based system (or any data collection tool). This has led to confusion, duplication, lack validity, and load at local government for being sole distributor of data to different agencies, in different formats, different systems.
- Systems used in government units are primarily focused on bottom-up or vertical reporting, therefore Nepal's data management ecosystem is limited to data production, rather on all three interrelated dimensions- data production, data use, and data sharing. Thus, limiting use of data for the local context of planning and decision making.
- Despite the technological advancements, data from government is not yet systematically shared in open formats or do not produce open data, which prevents wider use of data that could otherwise support the government's efforts to grow the economy, reduce poverty and address inequality
- different systems in the government units do not share data with other systems, i.e. those systems are not interoperable with other government systems

- Prior to federalism, the Central Bureau of Statistics (CBS) was the sole government authority for data management, which again was however primarily involved in data collection (survey and census). Post federalism, all three tier of governments have responsibilities in related data management as they maintain various systems and databases for administrative interaction and service delivery. Thus, a strong data governance mechanism has to be developed for coordination, division of responsibilities, interoperable systems and to avoid duplications.

In this context, it has been well realized that there is a need for a single reporting and data sharing portal for all three tiers of government where data can be unifiedly demanded, generated/ collected, shared and archived.

With such an integrated data reporting system, requesting government agencies can design questionnaires and publish the form for data collection, and assign the form to agencies where data are produced and are supplied. The targeted government units (generally local governments who provide data) then can (only) access the data collection form, assign responsibility and fill data. Once the final data is shared, the requesting government agency/ies can then, based on the need and provision either use the data for the required purpose or also share with the public those that are of public interest.

Data in such a portal will therefore be up-to-date, and easily available to government and citizens for efficient and effective public use. Such a data portal will be a hub for all over all data of local governance, which helps promote efficiency in data sharing, lessen the burden and also reduces data duplication.

This integrated reporting and data portal will primarily have following features:

- A dedicated comprehensive data collecting, reporting and sharing portal by and for government agencies.
- Featured with a interactive dashboard with data on various thematic area
 - Data accessible to authorised agencies (data accessible to given agencies only with username/ password)
 - Public Data, accessible to any public user focusing promotion of open data

- Featured with a robust built-in form builder allowing a privileged user to build a questionnaire form to collect data.
- Ability to track progress on data collection, completion status
- Separate, on demand, role to federal, provincial and local government, and any other third party user on one or more following access:
 - Use form to create questionnaire
 - Enter data or fill questionnaire
 - View given data
 - Share specific data

Therefore, this term of reference (ToR) is prepared to hire consulting individuals or firms that can develop an online portal for integrated reporting and sharing between all three levels of governments, as per the objective mentioned.

3. Objectives

The objectives of developing comprehensive integrated portal for reporting and data collection are:

1. Developing a comprehensive, dedicated yet flexible one-stop platform to collect, track, record and share data on different required thematic area among and between three tiers of government
2. Establishing a comprehensive data hub that can be an integrated data on different thematic areas and also promote a culture of open data.

4. Scope of work

The hired consultant team will have following scope of work under this assignment

4.1. Domain Analysis

The consulting team, in consultation and coordination with MoFAGA/ PLGSP and other relevant sections and their officials, should conduct a study of:

- 4.1.1. Existing national and international systems and legal instruments regarding integrated data portal, particularly focusing integrated data hub, data collection and open data.
- 4.1.2. In all three tiers, identify the need of data, its structure, and sources of data.
- 4.1.3. Any existing relevant platform, web-portal and system and its development platform and hosting environment
- 4.1.4. Detailed requirements for the portal
- 4.1.5. Government Enterprise Architecture (GEA) 2.0, for compliance of proposed portal

Deliverable: Inception Report along with detailed Software Requirement Specification (SRS) and implementation plan

4.2. System Development

After domain analysis and collection of requirements, the consultant should involve a system development team and develop the integrated data collection and sharing portal,, as per the requirements enlisted in the requirement section below. It primarily should have following section:

- 4.2.1. Administrative backend section: For administrative management of the portal (configuration of user and their privilege management, indicator/ field management, questions, meta-data, thematic area, catalog, etc.).
- 4.2.2. Data Dashboard Section: a page with collection and list of all data on various thematic areas for privileged and public users.
- 4.2.3. Form Builder Section: a section to prepare data collection questionnaire or form
- 4.2.4. Data Collection and Tracking Section: a section where users can list one or more agencies to get data from; and track the progress of data collected.
- 4.2.5. Data Sharing section: a section where users can list one or more agencies to share data with, or make it public, or list what level of data to share.
- 4.2.6. Monitoring section: section to monitor the rate of access, frequency, system load etc.

Deliverable: Fully functional and security audited system and its ready-to-deploy source code

4.3. Documentation

Upon completion of the system development, the consultant shall deliver following documents:

- 4.3.1. A technical document (including System design, Database design, ERP etc)

- 4.3.2. A comprehensive admin and user manual (with all necessary flow chart and screenshots) and a FAQ linked to system in Nepali language
- 4.3.3. Security Audit report
- 4.3.4. A work completion report

4.4. Handover

Upon completion of the system development, the consultant shall deliver following:

- 4.4.1. Conduct a handover to MOFAGA/ PLGSP officials. The handover should compulsorily include the updated and functional source code along with the signed document.
- 4.4.2. Conduct capacity development training to MoFAGA/ PLGSP officials.
 - 4.4.2.1. The training will be a technical orientation to the IT Experts of PLGSP, who will be Master Trainer for the system.
 - 4.4.2.2. The training should include orientations on technical aspects of the system so that it can be operated with no/ little support from developers.

4.5. Support

- 4.5.1. After official handover, the consulting team shall agree (signing a formal agreement) to update and upgrade service for 12 months.
- 4.5.2. The support involves maintenance and fixes, updates, upgrades into the system, support on issues and problems raised.
- 4.5.3. The team should designate a support personnel, provide contact details to PLGSP/ MOFAGA who shall provide on demand support as required.
- 4.5.4. Proper log of time consumed on support shall be kept and shared to be mutually agreed.

5. Requirements

This section lists out major requirements for the proposed portal. A detailed requirement shall be discussed and finalised once the contract is signed and agreed by the consulting firm. The consulting team shall discuss final requirements with all stakeholders and develop a well structured final software requirement specification (SRS) for the proposed portal.

5.1. Technical Requirements

- 5.1.1. The portal will be an online system, to be integrated into the existing system/ portal of MOFAGA.
- 5.1.2. The portal will be similar to the concept of nepalindata.com, data.gov, portal etc.
- 5.1.3. Data Dashboard Section
 - 5.1.3.1. a landing page or the portal with collection and list of all data set on various thematic areas
 - 5.1.3.2. The data set should be filtered in different filters like Data codes, Fiscal area, Geography (Federal/ province/ local government), Office/ agency, Thematic area (Finance, GESI, Environment, Revenue etc.), Category/ Meta Tag (budget, Services, Tax, Employee, Coordination etc.), etc.
 - 5.1.3.3. The data set and data should have extensive search features
 - 5.1.3.4. The data set and data should have download features.
 - 5.1.3.5. The download should be available in raw data as well as API (where preferred formats should include maximum possible are CSV, XML, JSON, RDF, XLS, WORD, PDF).
 - 5.1.3.6. Links to important documents, law and guidelines, website of agencies, etc.
 - 5.1.3.7. Link to FAQ and manual of the portal
 - 5.1.3.8. Login section for privileged users.

- 5.1.3.9. There should be a section (a form) using which any specific agency can a) request to collect data from any other agency, b) request for access to privileged data.
- 5.1.3.10. The portal should send a notification (email) to the owner of the dataset and the administrator of the system, so that they know that an agency or individual is requesting data collection or data access request.
- 5.1.3.11. All the data in the tabular format should have interactive filter, header sorting, pagination and extensive search features,
- 5.1.3.12. The data should be cross-linked- for example the local government when clicked, should list data related to it, and if a particular data set is clicked, it should list all LGs that provided that particular data.
- 5.1.4. Form Builder Section:
- 5.1.4.1. This is a section to prepare build data collection questionnaire or form
- 5.1.4.2. The form builder should be easy to use, drag and drop based.
- 5.1.4.3. The form should be identical to Google Form, KoBo Form builders
- 5.1.4.4. The form should allow take, at least of following:
- 5.1.4.4.1. Text (number, text, email, date, etc)
 - 5.1.4.4.2. Text area, likert scale, etc
 - 5.1.4.4.3. Drop down, radio button, etc
 - 5.1.4.4.4. Matrix table, cross relational data, etc
 - 5.1.4.4.5. Upload image/ document
 - 5.1.4.4.6. Take geo-location
- 5.1.4.5. The form should be validated where necessary
- 5.1.4.6. The form should have provision of conditional (including skipping to question/ section if needed).

5.1.4.7. The form should allow getting the responses on Database, Spreadsheet and in format mentioned in the requirement.

5.1.5. **The user roles** in the portal will be as follows. Users can be given one or more of the following roles:

5.1.5.1. Administrator

5.1.5.2. Form Creator (Owner of the dataset S/he create questionnaire)

5.1.5.3. Data collection and Tracking

5.1.5.4. Data Provider / Data Entry

5.1.5.5. Data publisher (publish, share and archive data)

5.1.6. Description of roles: The above mentioned user roles should have following **user privileges**:

5.1.6.1. Administrator

5.1.6.1.1. Super admin level user of the system

5.1.6.1.2. The administrator upon successful login will be able to create and edit administrative indicators, users and their privilege, thematic area, category, fiscal year, subject area, meta data, tags etc.

5.1.6.1.3. This user will

5.1.6.2. Form Creator/ Data set owner

5.1.6.2.1. Given access with this privilege, s/he will be the data owner of the form s/he creates.

5.1.6.2.2. To get privilege the user will fill "data collection request" form, which, if approved by portal administrator, should allow user to:

5.1.6.2.2.1. Fill the data collection registration form

5.1.6.2.2.2. Prepare a data collection questionnaire using the form builder.

5.1.6.2.3. The data collection registration form will have the basic description of data to be collected, e.g. fiscal year, category, thematic area, agency/ies to provide data, validity, etc.

5.1.6.2.4. After the data collection registration form is prepared and approved by the portal administrator, the privileged user will be able to use the form builder to prepare a questionnaire to collect data.

5.1.6.2.4.1. The form should be easy to build, identical to the form builder of Google Form, KoBo Form.

5.1.6.3. Data collection and Tracking

5.1.6.3.1. This access is given to the form creator / dataset owner.

5.1.6.3.2. After the form is prepared this user should be able to publish for data provider/ entry users to enter data.

5.1.6.3.3. Once the form is published, it should send notification to the data provider/ entry users about requests for data.

5.1.6.3.4. Once the data entry is completed from required agencies, this user should be able to unpublish the form so that the form is no longer accessible.

5.1.6.3.5. This user should be able to get the number and detail of data providers who have filled data, partially filled data, not filled data, along with timestamp of use.

5.1.6.3.6. The tracking of data entry made should be filtered, searched on various formats, filters.

5.1.6.3.7. The progress of data entered should be available on charts, graphs, as well as on geographical maps. These charts, graphs and maps should be interactive as per the change in filter.

5.1.6.4. Data provider/ Data entry

- 5.1.6.4.1. The data provider should get notification if they are assigned for data entry by the form creator or data owner.
 - 5.1.6.4.2. The data entry user should be able to view the details of what and why data is gathered, and also be able to conveniently fill the data form/ questionnaire
 - 5.1.6.4.3. The data entry user should be able to get the progress of data entry made.
 - 5.1.6.4.4. Upon completion, the data entry user should be able to edit and submit the form.
 - 5.1.6.4.5. Once submitted, if given by the owner, the data entry user should be able to edit the data submitted.
 - 5.1.6.4.6. Once the data entry is completed, and submitted, the data provider will be notified about submission.
- 5.1.6.5. Data publisher (publish, share and archive data)
- 5.1.6.5.1. The form creator/ data owner will be responsible for this section.
 - 5.1.6.5.2. The data owner can give needed access to data providers on demand.
 - 5.1.6.5.3. The collected data should be available in Database and or Spreadsheet with possibility to view and download into raw format.
 - 5.1.6.5.4. The data collected should compulsorily have time stamp, codes, name and details of data provider as well as geo-location of data
 - 5.1.6.5.5. If the collected data is ready to be published, the data owner should cleanse, verify the data and publish data.
 - 5.1.6.5.6. The data owner can provide sharing access to one or more registered users on some or all levels of data collected.

- 5.1.6.5.7. The collected data can be made public if needed
- 5.1.6.5.8. The collected data can be archived.
- 5.1.6.5.9. **Data sharing is the major part of the portal** therefore the data sharing format should be flexible enough so that it can be shared with raw data as well as API, and the preferred formats should include maximum possible formats like CSV, XML, JSON, RDF, XLS, WORD, PDF).

5.2. Non-Technical Requirements

- 5.2.1. Performance: the portal should have quick response time, not exceeding average response time and throughout.
- 5.2.2. Scalability: The portal should be scalable to meet future expansion and update of the system and its module.
- 5.2.3. Interoperability: The portal should be able to share data as an API to other systems and vice versa.
- 5.2.4. Security: the portal should be secure to handle the possible threats and breaches
- 5.2.5. Capacity: The portal should be able to handle at least a hundred requests at a time into the system, without hampering its performance.
- 5.2.6. Availability: The portal should be available all the time.
- 5.2.7. Recoverability: The portal should be resilient to recover from unexpected errors, if any.
- 5.2.8. Usability: The front-end design and functionality of the system should give users easy navigation, clear text and images, guidance, relevance of related contents.

5.3. Software Quality Requirement

It includes a means of monitoring the software engineering processes and methods used by the consultant to ensure quality. The consultant shall demonstrate for verifying or determining whether products or services meet expectations of PLGSP/ MOFAGA. This includes:

- 5.3.1. a process-driven approach with specific steps to help define and attain goals.
- 5.3.2. This system should consider design, development, production, and service as per Government Enterprise Architecture (GEA) 2.0.
- 5.3.3. The Software developed should have basic features of Service Oriented Architecture (SOA).
- 5.3.4. The security audit of the portal should be done by a third party and the recommendations given by the security audit team must be incorporated by the consultant.

5.4. Documentation Requirements

- 5.4.1. The firm shall deliver technical documents (system design, database design, ER design, system configuration etc), user manuals, and admin manuals.
- 5.4.2. The user manual should be delivered as a part of a portal ,available online and interactive text.
- 5.4.3. A detailed video user manual should be developed primarily focusing on the creator/ data owner and data provider/ data entry.
- 5.4.4. A detailed frequently asked question (FAQ), for public users, shall be developed and available into the portal .

5.5. Support Requirements

- 5.5.1. The tenure of the support will be for 1 (one) year, starting from the official handover.

- 5.5.2. The consulting firm should provide this free support warranty on newly developed software keeping in mind to undertake necessary tasks and render services as may be required for the successful completion and operationalization of the assignments for the contract period at no additional cost to PLGSP/ MOFAGA.
- 5.5.3. The development team shall provide necessary support to the ICT team of MOFAGA/ PLGSP in hosting the system and making it operational, and if necessary, to migrate data from the existing system.
- 5.5.4. The development team should provide 1 extensive orientation/ training to officials mentioned by MoFAGA/ PLGSP.
- 5.5.5. The development team should provide separate training to system administrators and other users.
- 5.5.6. For other training, if deemed necessary by the MOFAGA/ PLGSP, within the tenure of support, MOFAGA/ PLGSP will provide remuneration and cost of the trainers and their logistics.
- 5.5.7. The development team should provide Level- 3 Support to PLGSP, which includes:
- 5.5.7.1. Handling email and telephone queries. The team shall response based on the urgency or nature of issue/ problem
 - 5.5.7.2. Fixing issue and bugs, if any during operation
 - 5.5.7.3. Updates or enhancements of the portal: Since the portal depends on data requirement, data sharing to and from various systems, and this shall grow in future, the development team, as a part of support service, should provide prompt support in upgrades and updates.
 - 5.5.7.4. Upgrade system and its development platform to meet security requirements.

5.6. Other general requirement

- 5.6.1. The system should be an online system and will be hosted in an environment provided by MOFAGA.
- 5.6.2. The system should be multilingual- supporting Nepali and English language, at least the data fields, indicators, category etc.
- 5.6.3. Any materials produced for the purpose of this consultancy contract shall be the copyright property of MoFAGA/ PLGSP
- 5.6.4. The consulting firm shall use their own logistics and space during a development and deployment of the system. Other documentation support, facilitation support will be provided by the MoFAGA/ PLGSP if deemed necessary and mutually agreed.
- 5.6.5. Incorporate modifications in the system to ensure smooth functioning as per MoFAGA/ PLGSP's need.
- 5.6.6. The consultant should be responsible to design software in such a way that if any new business logic is introduced in future by MoFAGA/ PLGSP, the software should be able to incorporate the business logic change as a pluggable upgradable module.
- 5.6.7. Extra and beyond jobs other than TOR and SRS consultants will be resettled.

6. Tentative Work Plan

Activities	Duration (in weeks)									
	1	2	3	4	5	6	7	8	9	10
Analysis (of requirements, documents, environment)										
Architecture, Design, presentation, approval										
Portal development, presentation, approval										
Finalizing portal development, testing										
Documentation, Training and Handover										
Post-development Support (integration and updates)	<i>CONTINUAL AFTER HANDOVER</i>									
<i>Note: Blue shades are implementing weeks.</i>										

7. Input and Expertise

7.1. Technology

The consulting team can propose the platform of the system, however it has to be agreed by PLGSP/ MOFAGA.

Despite any platform or technology used, to avoid multiple systems and user access, it is mandatory that the system should use the user management with the existing portal and systems of MoFAGA/ PLGSP.

7.2. Organizational

The organization shall provide the proposal for this assignment, where the consultant should meet following criteria:

7.2.1. Registered firm with at least 3 years of relevant working experience

7.2.2. The firm must be registered in the VAT.

7.2.2.1. Registration of the company/firm VAT/PAN Registration (for National consulting firm only)

7.2.2.2. Tax Clearance/Tax Return Submission/Letter of Time Extension for Tax Return Submission latest fiscal year (for National consulting firm only)

7.2.3. The firm with following condition will not be eligible:

7.2.3.1. In case of a natural person or firm/institution/company which is already declared blacklisted and ineligible by the GoN, any other new or existing firm/institution/company owned partially or fully by such Natural person or Owner or Board of director of blacklisted firm/institution/company, shall not be eligible consultant.

7.3. ICT Expert/ Consultants

This system development requires a minimum of following Experts.

Backend Developers	Responsibility	Write server-side web application codes and logic ensuring integration of the front-end part. Prepare the web services and APIs for data sharing
	Qualifications	Minimum of Bachelors in ICT or Computer Engineering or equivalent
	Experience	At least 5 years of experience in web development (both client and server side), API handling
	Added Advantage	Strong knowledge in advanced web technologies, version controlling. Experience in designing an interactive data portals Experience of projects in the domain of local governance
UX/UI Designers	Responsibility	Design front-end of the system as per requirement, Develop a robust form builder in support of web developer, Structure pages based on the web services developed
	Qualifications	Minimum of Bachelors in ICT or Computer Engineering or equivalent
	Experience	At least 2 years sound experience in UX/UI design of web application,
	Added Advantage	Strong experience in HTML, CSS, JavaScript, Responsive design Experience in designing an data collection forms
Documentation Experts	Responsibility	Develop and maintain the documents for a firm, change and update records to new and changing requirements Prepared detailed manual, FAQs for admin and basic users
	Qualifications	Bachelor degree in any stream with good knowledge in IT (shall be certified in basic computer course)

	Experience	At least 2 years sound experience documentation, including manuals, of online products
	Added Advantage	Experience of projects in the domain
Support executives	Responsibility	Continually identify, manage, maintain, and repair the system. Collecte and resolve issues from users by diagnosing and repairing faults, issues. Install, configure and upgrade the hardware and software.
	Qualifications	Minimum of Bachelors in ICT or Computer Engineering or equivalent
	Experience	At least 2 years of experience in web development, system support
	Added Advantage	Strong knowledge in advanced web technologies Experience in designing and supporting map-based web systems

8. Estimated Budget

The estimated budget of the consultancy service is NPR. 498,988 (Nepalese Rupees Four Lakhs Ninety Eight Thousand Nine Hundred and Eighty Eight Only.)

Please use following template for proposal of budget:

Experts/ Activities	Num	Input Days	Rate/day*	Total Cost (NPR)	Remarks
System Developers	2				
UX/UI Designer	1				
Documentation Expert	1				
Support executive	1				
	Total exclusive of Tax				
	13% Tax				
	Total inclusive of Tax				

Note:

Since the system needs integration with the other existing system, the consulting firm should be responsible for management of any resources needed for the purpose for coordination or any other technical operation required in this regard.

9. Payment Modality

The consulting firm will be paid in following phases:

- 20% after approval of inception report submitted by firm
- 60% after approval of work completion report submitted by firm
- 20% after completion of successful support period