**Modernization of Government Services Project**

**Project ID No. P148537**

**Terms of Reference**
**Development of the Digitalization Methodology**
**(requirements for administrative services digitalization)**

**Individual Consultant**

## I. Background

The Government of Moldova is determined to fundamentally change the way how public services are provided in Moldova through a variety of interventions for modernization of service delivery, which combat corruption, foster a customer care culture, enhance access, as well as increases efficiency in the Moldovan public administration.

From 2006 to 2013, Moldova modernized its civil service legislation and administrative processes under the Central Public Administration Reform (CPAR), supported by the World Bank's administered CPAR Multi-Donor Trust Fund.

In July 2016, the Government of Moldova approved the Public Administration Reform Strategy for 2016-2020[1], that kept the modernization of public services delivery process among its main objectives.

To achieve the stated objectives, the Government requested the World Bank's assistance for a PAR operation, that became effective in June 2018, called Modernization of Government Services Project (hereafter *MGSP* or *the Project*).

The design of the project takes into account the objectives of the Government of Moldova for inter-sectorial digitalization and makes extensive use of institutional and technological achievements of Governance e-Transformation Project (GeT) implemented by the Government of Moldova and World Bank in the period between November 2011- December 2016.

This year, the new Executive issued its governing National Development Plan 2023 – 2025[2] that sets modernization of administrative services and access of population to electronic public services as one if its major objectives. The recently approved Public Administration Reform Strategy 2023 – 2030[3] reconfirms the determination of the Government to modernize the administrative service delivery system by improving access to public services through various channels, their efficiency, reduction of unnecessary administrative burdens and cost of services for both beneficiaries and service providers, ensuring a stable level of quality of administrative services. The last, but definitely not the least, the Government Action Plan for 2023[4] through its envisaged actions counts on MGSP support to continue expanding the development of electronic services and digital transformation at various inter-sectorial level.

Therefore, MGSP continues to play a very important role in achieving the high level objectives set up by the Government. The project aims to improve access, efficiency and quality of delivery of selected administrative services through the following components:

### 1. Administrative Service Modernization

[1] http://lex.justice.md/index.php?action=view&view=doc&lang=1&id=366209
[2] HG89/2023 (legis.md)
[3] HG126/2023 (legis.md)
[4] HG90/2023 (legis.md)

The key activities under this component focus on re-engineering a group of government to citizen and government to business administrative services; piloting of one-stop-shops for public service delivery in selected locations and rolling out at national level; increasing public awareness on and advocacy for administrative services, with a particular highlight on e-services.

**2. Digital Platform and Services**

The main objective of this component is to digitalize selected re-engineered government services; complete and strengthen a common infrastructure and mechanisms for rapid deployment of ICT-enabled public services; introduce government wide IT Management and Cyber Security standards and procedures. The component finances the procurement of additional shared computing infrastructure elements, digitization of services needed to deliver Government services electronically, as well as the development of a learning management system to mainstream the new digital infrastructure and the modernized services within the government.

**3. Service Delivery Model Implementation**

The objective of this component is to ensure that the institutional capabilities of key government agencies are aligned with and support the new model of public services delivery.

**4. Project Management**

This component supports the Project Implementation Unit (PIU), based in the e-Governance Agency (eGA) and ensures the activity of the core e-Governance Agency team.

**Current situation in the sector**

The public service modernization process for an individual public service is envisioned as a three phased process including a) reengineering of service's business processes, b) digitalization of IT systems and platforms needed to support the service and c) operations for the public service which includes efficient day by day service delivery activities. Each phase should be based on individual methodology, setting up the activities individual authorities and involved teams must follow. Since the entire modernization process has to be as synergic as possible, the Government see these methodologies to complement each other in the most efficient and seamless way.

Public service reengineering is based on a methodology (hereafter the Reengineering Methodology) which is being tested and applied on a impressive number of public services since 2019 (approved through State Chancellery Order on August 2020[5]). The Reengineering Methodology includes development of As-Is and To-Be Maps as well as transition plans for each reengineered service. When developing the maps, the reengineering working group analyzes services from multiple perspectives such as functionality provided by the service, organizational model, legal framework, technology used etc. One of the deliverables of the reengineering phase is drafting of the Technical Specification for development or upgrade of eventual IT systems needed to support the service.

The Digitalization Methodology, which is the subject of this procurement, must set the main rules related to public service digital developments, including development of new information systems needed for a particular service, which were identified during reengineering phase or upgrading of existing IT systems, platforms and infrastructures to support new to-be model of the service. It must contain all necessary activities that each stakeholder, including service owner, must follow in order to create efficient, scalable and maintainable software products. The digitalization phase will have as input all reengineering deliverables, especially technical documentation developed during technical analysis of services. Outputs of digitalization phase must be enough for efficient operations and

[5] Methodology for Public Services Reengineering

continuous development of the digitalized products, including but not limited to technical administration and maintenance.

The Digitalization Methodology will be applicable in the development and implementation of new public sector information systems as well as in the refactoring of existing ones, including electronic public services for citizens, businesses or government and their back office automated systems, irrespective of source of financing or the form of development (internal or outsourcing).

The Operations Methodology, which includes efficient day by day service delivery activities, is not part of this assignment.

## II. Objective of the Assignment

The purpose of this assignment is to develop the Methodology for Public Service Digitalization (also mentioned as Digitalization Methodology) which will institutionalize a development and acceptance framework for public sector information systems, especially for electronic public services.

## III. Scope of work

The Consultant is expected to conduct the following activities:

1. Development of the complete structure of the Methodology including a comprehensive list of downloadable documents (e.g. templates, checklists, guides etc.).
2. Content development for Digitalization methodology as per approved structure, including but not limited to identification and documentation of principles and techniques for information systems and public services digitization. Among these are:
    a. Rethinking electronic forms user interface –must not be a one to one replica of paper-based forms.
    b. All data in electronic forms must be pre-populated from existing data sources, thus promoting data reuse;
    c. Reuse of existing platform level services (microservices) for common distinct features of information systems (e.g. authentication, authorization, sending notifications, accepting payments etc.);
    d. Identification and automated data publishing to open data portal;
    e. Identification and implementation of KPI for information systems with programmatic real time access to them through exposed API;
    f. Identification, implementation of and real-time access to operational KPI, including SLAs;
    g. Ensuring connectivity through identification, development and access to API for third party integrators;
    h. Applying relevant DevOps principles, techniques and practices;
    i. Using multiple environments – for development, testing, training, production etc.;
    j. Mobile by default.
3. Drafting and documentation, as part of the Methodology, of all major stages of the IS development, including but not limited to analysis, architecture, design, development, testing, user acceptance, deployment etc. with clear roles and responsibilities of involved parties, their activities inputs and outputs.
4. Identification and documentation as part of the Methodology of the operational aspects of different categories of information systems (e.g. monitoring, maintenance, user support etc.) relevant to development and handover to operations of information systems.

5. Identification of missing information system development tooling and platforms (e.g. centralized code repository, continuous integration tooling, performance testing tools etc.) and provide appropriate recommendations.
6. Adjustment of the final version of the Methodology based on the feedback provided by the main stakeholders and proposals listed in the comments of the draft Government Decision for the approval of the Digitalization Methodology.

To fulfill the tasks the Consultant shall conduct on-site assessments, interviews and workshops with relevant stakeholders to collect information and understand in details the priorities and the context of the exercise.

## IV. Timing

The contract will be signed for 9 months, starting with July 2023. The estimated level of effort is 70 working days.

## V. Deliverables and Schedule of Deliverables

The list of deliverables and the deliverables schedule are presented below. All deliverables should be provided in electronic format in Romanian language.

| # | Deliverables | Timeframe |
|---|---|---|
| 1 | **Draft of the Digitalization Methodology** including but not limited to:<br>1. Description of public sector information system and electronic service lifecycle. Interaction and interdependency between reengineering, digitization and operations processes.<br>2. Common principles in digitization of information systems/electronic services.<br>3. Detailed description of all activities related to digitization of electronic services, like analysis, designing, development, testing, deployment, acceptance, continuous integration, change management etc.<br>4. Roles and responsibilities of parties involved in digitization.<br>5. Description of all inputs and outputs of the digitization. | **by September 15, 2023** |
| 3 | **Templates** and **sample documents** for outputs of each activity related to digitization, downloadable from relevant contextual pages of the digitization methodology site, including but not limited to:<br>1. **Concept** of information system/electronic service;<br>2. **Technical documentation:**<br>**Requirements specification** including architecture and high-level design, functional and non-functional requirements as well as requirements regarding technical offers. | **by November 15, 2023** |

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|---|---|---|
| | **Technical specification document** containing architecture and high level design.<br>**Testing and QA documents**, including test plan, test cases, test reports.<br>3. **Operational Acceptance** documentation – documents related to an information system;<br>4. **Guidelines and manuals** for a) installation/configuration, b) disaster recovery, c) administration and maintenance and d) user guides.<br>5. **Other documents** related to the information system and electronic service lifecycle. | |
| 4 | **Adjustment of the final version of the Methodology** based on the feedback provided by the main stakeholders and proposals listed in the comments of the draft Government Decision for the approval of the Digitalization Methodology. | **by March 15, 2024** |

## VI. Reporting requirements

The Consultant shall work under the general supervision of the eGA Director. The Consultant will also work in coordination with the eGA Chief Digitization Officer, Senior Manager for Digital Platforms, Senior Enterprise Architect and Legal Specialists.

## VII. Resources

The e-Governance Agency will provide the Consultant with the core data on the institutions under the scope of the assignment and other available information on public services; will facilitate the interaction with appropriate institutions, offices and make the necessary arrangements for consultations with relevant stakeholders.

The Consultant will also collaborate with the Joint Venture between Omega Trust SRL and Qualitance QBS SRL contracted to provide:

- Contribution to the Digitalization Methodology by covering the software quality assurance and security aspects in accordance with the international best practice and Moldovan legislation in area of cyber and information security and personal data protection;
- Contribution to the list of the standard non-functional requirements to be included as part of the methodology.

The Consultant will cover expenses related to the consultancy, travel to and from Moldova and a per diem while in Moldova, translation and photocopying costs.

## VIII. Consultant's qualification and experience

The Consultant must meet the following qualification requirements:

Mandatory

1. University degree in Computer Sciences or another relevant domain.
2. Proven experience in providing consultancy in reforming IT services and setting up information system development processes in large organizations for at least 7 years.
3. Knowledge of BPA/BPM tools and ability to define illustrate processes via corresponding tooling.

4. Demonstrated experience in Agile software development methodologies and their implementation in the central public sector.
5. Familiarity with software development lifecycle, enterprise architecture, cloud computing and SOA concepts.
6. Experience in writing technical, non-technical, and user documentation related to business processes analysis & management in IT area, service description, requirements, quality criteria and other relevant documentation for public institutions.
7. Familiarity with PMI Project Management Body of Knowledge (PMBOK).

Preferred

8. Flexibility, problem solving attitude, capacity of working with beneficiaries and analytical thinking.
9. Familiarity with innovative public services re-engineering approaches (e.g. human-centered service design, behavioral sciences etc.) would be a strong asset.
10. Familiarity with Moldovan e-governance infrastructures and services would be an asset.
11. Ability to effectively communicate and write in Romanian and English. Knowledge of Russian would be an asset.
12. Prior experience with World Bank, IMF, UN, EU and other donor-financed projects is desirable.
13. Certifications in software engineering would be an asset.