

## REQUEST FOR EXPRESSIONS OF INTEREST

(INDIVIDUAL CONSULTING SERVICES)

FEDERATED STATES OF MICRONESIA

Department of Transport, Communications & Infrastructure

Pacific Regional Connectivity Program 2: FSM Connectivity Project (P130592)

Assignment Title: Program Coordinator

Reference No.: FM-DOTCI-161706-CS-INDV

The Federated States of Micronesia has received financing from the World Bank toward the cost of FSM Connectivity Project, and intends to apply part of the proceeds to deploy a Program Manager to the Communications Division of the Department for Transport, Communications & Infrastructure (DTC&I) to support the Division in project management and provide capacity building.

The Program Coordinator will support the Assistant Secretary Communications and his staff on a full time basis in managing the project as well as the Digital FSM Project. For further details see the detailed Terms of Reference (TOR's) below.

DTC&Inow invites eligible individuals ("Consultants") to indicate their interest in providing the Services. Interested Consultants should provide information demonstrating that they have the required qualifications and relevant experience to perform the Services (attach curriculum vitae with description of experience in similar assignments, similar conditions, references etc.). Firms' staff may express interest through the employing firm for the assignment and, under such situation, only the experience and qualifications of individuals shall be considered in the selection process.

See the TOR's below on criteria for selecting the Consultant.

The attention of interested Consultants (including firms) is drawn to paragraph 3.14, 3.16 and 3.17 of the World Bank's *Procurement Regulations for IPF Borrowers July 2016, revised November 2017 and August 2018* ("the Regulations"), setting forth the World Bank's policy on conflict of interest.

Further information can be obtained at the address below during office hours.

Expressions of interest must be delivered in a written form to the address below (in person, by mail, or by e-mail) by **Thursday, April 30, 2020, 4 pm (local time)**

Attn: Mark DeOrio (Mr)  
Assistant Secretary Communications  
Department of Transport, Communications & Infrastructure  
Federated States of Micronesia (FSM)  
Email: mark.deorio@gmail.com

and cc to:

Central Implementation Unit  
ciu.pfm@gov.fm

## **Terms of Reference**

### **Digital FSM Program Coordinator**

### **FSM National Government**

**Location:** Department of Transport, Communications&Infrastructure – Communications Division

**Duration:** Initial contract duration of 24 months full time.

#### **A. Background**

The Federated States of Micronesia (FSM) received financing from the World Bank (WB), effective as of March 11 2015, to implement the FSM Connectivity Project (P130592)<sup>1</sup>. The FSM Connectivity Project has three components: (i) international connectivity infrastructure; (ii) technical assistance and (iii) project management. The development objective of the FSM Connectivity Project is to reduce the cost and increase the availability of information and communication technology services in the FSM. The closing date of the FSM Connectivity Project is November 30, 2022.

The FSM Connectivity Project has 3 Implementing Agencies (IAs), the FSM Telecommunications Cable Corporation (FSMT Cable), the Telecommunications Regulation Authority (TRA) and the Department of Transport, Communications&Infrastructure (DTC&I). FSMT Cable is responsible for component (i) above and has completed 2 of its 3 sub-components, submarine cable connections for Yap and Chuuk. The bidding process for the remaining sub-component, the Kosrae/Nauru/Kiribati cable, is currently underway. The TRA is eligible for technical assistance under Component 2 and has completed all major procurements under the project. There is approximately \$1 million available remaining under Component 2 which DTC&I is responsible for implementing. DTCI is also responsible for overall coordination of the FSM Connectivity Project.

The FSM has also received financing from the WB for the Digital FSM Project (P170718)<sup>2</sup>. The Digital FSM Project has four components being (1) National Digital Connectivity Infrastructure, including Fiber to The Home (FTTH) and broadband connectivity for the Outer Islands; (2) Digital Government Platform; (3) Enabling environment for digital government and the digital economy; and (4) project management. Detailed information on the project components is provided in Annex 1. The Project development objective is “to increase access to more affordable internet, promote private sector investment in digital services and improve Government's capacity to deliver digital government services.” The Digital FSM project was approved by the WB Board on March 27, 2020. It is expected to receive FSM government approval shortly and to be declared effective by May 2020.

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<sup>1</sup> See the World Bank's website for the project (<https://projects.worldbank.org/en/projects-operations/document-detail/P130592#>)

<sup>2</sup> See Project Appraisal Document (<http://documents.worldbank.org/curated/en/432601585596558171/Federated-States-of-Micronesia-Digital-Federated-States-of-Micronesia-Project>) on the World Bank's website (<https://projects.worldbank.org/en/projects-operations/document-detail/P170718>)

The Digital FSM Project has 5 Implementing Agencies (IAs), FSMTCable, the TRA, the Department of Health and Social Affairs (DoHSA), the DTC&I and the Department of Finance and Administration (DoFA). The Digital FSM project will be implemented over a six-year period. The lead implementing agency is DTCI, which will oversee the implementation of all components. FSMT Cable is responsible for implementing Component 1. DTCI is responsible for Component 2 and Subcomponents 3(a), 3(b) and 4(a). The TRA is responsible for Subcomponent 3(c). The DoHSA is responsible for Subcomponent 3(d), which is focused on strengthening and mainstreaming gender. DoFA is responsible for implementing Subcomponent 4(b), which provides core funding for the Central Implementation Unit (CIU) located within DoFA.

The Digital FSM Project requires an “all of Government” approach, as success will not only be dependent on inputs from various Government departments (DTCI as lead agency, the DoFA, the Department of Justice, the DoHSA etc.), key national agents (the FSMTCable and the TRA) and the four State Governments, but will require a high degree of proactive coordination and collaboration between them to ensure the FSM Digital Projects’ success. Additional *ad hoc* working level committees will also be established involving a wider group of stakeholders as needed to support Project implementation activities.

A governance and project management structure is being implemented to enable effective oversight and appropriate resourcing to support the Digital FSM Project, including:

- National and the four State governments will enter into Project Implementation Agreement(s) setting out the respective commitments of the National and State governments to ensuring the proper coordination and implementation of Project activities. The Implementation Agreement(s) will establish a steering committee comprising representatives from the National government from DTCI (chair), DoFA, DoHSA, DoJ, FSMT Cable and TRA, and representatives from the four State governments. The steering committee will be responsible for the implementation of the Project Implementation Agreement(s).
- Technical level project working committee(s) will be established comprising representatives of the key agencies whose coordinated efforts are critical to the success of the Projects. The Project Steering Committee will be responsible for ensuring the overall success of the Projects, that there are clear performance accountabilities for each agency, monitoring the performance of those agencies against their performance, and proactively seeking resolution to any matters that are impeding the progress of the Program;
- A Project Implementation Unit within DTC&I with mandate, staffing and other resources suitable for the effective day to day management of the Digital FSM Project. The Project Coordinator will lead the Project Implementation Unit under the supervision of the Assistant Secretary of DTC&I;
- A Central Implementation Unit exists which is responsible for providing safeguards, procurement and financial management support for all WB Projects.

## **B. Scope of Work**

The Program Coordinator will be responsible for supporting and overseeing the implementation of the FSM Connectivity Project and the Digital FSM Project (the two projects collectively referred to as the FSM Digital program). The Program Coordinator (PC) will report to the Assistant Secretary of DTC&I. The PC will be expected to play an influential role in four critical areas:

- Developing, implementing, ensuring an understanding of, and supporting the IAs adherence to all implementation requirements and standards, particularly implementation performance monitoring, implementation planning, reporting, monitoring and evaluation (M&E) systems, procurement, Financial Management (FM) arrangements, disbursements, safeguards requirements, citizen engagement, grievance redress mechanism (FSM Connectivity Project) and grievance mechanism (Digital FSM Project), and stakeholder and community communications, among others, that support the FSM Digital Program, including with input from the CIU where appropriate;
- Supporting the Governance arrangements by being an effective secretariat to the Project Steering Committee (“PSC”), providing the PSC with the planning tools and information necessary to function effectively, and otherwise proactively supporting the proper functioning of the PSC;
- Working closely, proactively and cooperatively with the responsible IAs officers, providing effective support to them while also ensuring they provide the relevant information necessary to enable effective oversight of the performance of the Project;
- Overseeing the work of the PIU and ensuring that the work is managed in a timely manner, is fit for purpose, meets the requirements of the Project and is achieved in manner that maintains confidence of all stakeholders.

## **C. Specific Tasks**

The PC will be expected to support DTC&I and the IAs and to carry out the following activities, but not limited to:

- Ensure the effective implementation of the Project Implementation Manuals for each Project, including recommending updates where appropriate. The Project Implementation Manuals set out the arrangements for: (a) day to day institutional coordination; (b) disbursement and financial management; (c) procurement processing procedures including the decision-making process; (d) environmental and social safeguards management; (e) monitoring and evaluation, reporting and communication; and (f) such other administrative, financial, technical, operational and organizational arrangements and procedures as required for the Projects;
- Consolidate the annual work programs and procurement plans for the IA’s for each Project;

- Support and monitor the compliance of IAs in respect to the respective Project Implementation Plans, WB, government and/or other legal agreements and ensuring that documentation is maintained as per agreements, regulations or policies;
- Provide effective secretariat support to the PSC, including ensuring (i) regular meetings are held; (ii) developing effective agendas; (iii) ensure the PSC has the appropriate information tools to monitor and assess overall performance of the Digital FSM Project implementation; (iv) ensure regular reporting of relevant Project data to the PSC in a form that enables the PSC to exercise effective governance over the Digital FSM Project (v) support the PSC in its deliberations,; (vi) ensure effective minutes are kept and reports from the PSC to Ministers and other stakeholders;
- Oversee the management of DTICI Project Implementation Unit consultants to ensure full adherence to contract conditions and terms of reference; support DTICI in conducting annual performance evaluations for any consultants hired by the PIU under the FSM Digital program;
- Undertake regular meetings with the Responsible IA's officers (both one on one, and collectively where necessary to ensure a shared vision and joined up work program) to assess how each agency work program is progressing, ensuring that the agency is adequately anticipating, and appropriately investing in, the tasks it needs to undertake, and that there is early identification of likely Project roadblocks or risks and early decisions made on how to address those road blocks or risks;
- Provide ongoing active and effective support and training to the Responsible IA's officers to enable more effective Project performance, and to ensure that Program reporting and monitoring tools are developed, populated and evaluated in a manner that enables the efficient progress of the project;
- Coordinate World Bank supervision or implementation support missions;
- Consolidate semester reports for each Project that will include the updated Results Framework and the Action Table, listing the corrective actions to be implemented with deadlines and persons responsible clearly identified;
- Oversee project monitoring and evaluation (M&E) of progress and outcomes. This will be done through periodic consultations and routine reporting and engaging specialists; ensure monitoring and reporting on citizen engagement requirements for Digital FSM project.
- Ensure the effective implementation of the safeguards instruments for each Project by the IAs, including the FSM Connectivity Project Environment and Social Management Plan (ESMP) which includes a Grievance Redress Mechanism as outlined in the environment and social impact assessment (ESIA), and the Digital FSM Environmental and Social Commitment Plan, Stakeholder Engagement Plan, Grievance Mechanism, Labor Management Procedures and Environmental and Social Management Plan, in close collaboration with the CIU Safeguards Team;
- Oversee compliance with Procurement, FM and Disbursements, with support from the CIU as appropriate; the consultant shall support the IAs in making sure that procurement activities are correctly recorded in STEP and all documents are uploaded in a timely manner;

- Oversee compliance with record keeping requirements under each Project; ensure that all project records maintained by the IAs are available for inspection and review during World Bank supervision missions;
- Promote and develop capacity building and knowledge transfer to DTC&I project staff and other stakeholders as requested through workshops, trainings, and tutorials on project implementation requirements and recommendations, and project impacts;
- Perform other duties, as required by the Assistant Secretary of DTC&I, in support of fulfilling the national broadband connectivity policy.

#### **D. Desired skills, qualification and experience**

##### **Mandatory**

- Degree in business, management, engineering, law, finance, or other relevant field
- At least 10 years' leadership experience in project coordination and/or project management,
- Fluent in English, both verbally and in writing

##### **Desired**

- Experience with World Bank financed projects;
- Experience in senior project management roles in developing countries;
- Strong project leadership and communication skills;
- Strong interpersonal and negotiation skills;
- Good proactive problem anticipation and problem-solving skills;
- Experience working with multiple stakeholders

#### **E. Duration and Location**

The duration will be for two years with a potential third year based on funding availability and performance. The position is located in Pohnpei, Federated States of Micronesia. Travel, including to the other three states of FSM, may be required from time to time.

## Annex 1 – Digital FSM Project Components

The Digital FSM Project components are structured as follows:

**Component 1. National Digital Connectivity Infrastructure (US\$15M).** This component will support the development of climate and disaster resilient national digital connectivity infrastructure. The activities are designed to maximize benefits for public institutions, private sector businesses and to leverage the private sector to address bottlenecks within different parts of the digital connectivity value chain which have the largest impact on costs, competitiveness and reliability of internet connectivity, including in remote underserved areas and on outer islands. The component will improve the conditions and readiness for private sector investment by lowering the capital costs of entry, and reducing investment risk.

- (a) *Improving national connectivity (US\$12M)*: This subcomponent includes financing for constructing and installing domestic fiber optic and wireless networks and related infrastructure to strengthen domestic internet and telecommunications connectivity. It will improve digital connectivity by deploying climate resilient, energy efficient fiber optic networks, and other related infrastructure, to strengthen connectivity and bridge the middle and last miles between submarine fiber cable systems and end-users. These high-capacity fiber optic and wireless networks are needed to bring high quality, high capacity services to consumers, which are unaffordable on a purely private sector basis. This subcomponent will be implemented by the OAE, which will provide access to other operators on a cost-based, open access and non-discriminatory basis. Where feasible and practicable, existing infrastructure will be utilized to lower investment costs and minimize land and social impacts, such as existing electricity distribution poles, existing easements and ducting. Private operators are expected to be responsible for the final connection of retail customers, including all customer relationship responsibilities (e.g., customer service and billing), particularly to provide opportunities for the private sector operators to distinguish themselves and compete in the marketplace.
- (b) *Bridging the connectivity gap for outer islands (US\$3M)*: This subcomponent includes financing for constructing and installing telecommunications infrastructure and providing connectivity services in underserved and remote areas in the Recipient's territory, selected in accordance with criteria and procedures detailed in the Project Operations Manual (POM), including via public private partnership arrangements when appropriate, pursuant to the requirements set forth in the POM. It will subsidize the deployment of infrastructure and connectivity services by private sector operator(s) utilizing climate resilient solutions (e.g., solar powered 4G LTE base stations and satellite connectivity). For the purposes of this subcomponent, the outer islands are those islands which can only be feasibly served by satellite.<sup>3</sup> The private sector partner submitting the lowest complying bid will be selected. The

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<sup>3</sup> Approximately 42 outer islands have been identified for inclusion under this subcomponent. These comprise islands with populations of around 100 residents or more that are beyond reach of microwave links.

contract will specify minimum performance standards, including financial and technical capacity, quality, coverage, availability and price. Where economically and technically feasible, the private partner will be expected to offer roaming and interconnection services to any access seeker to promote competition and competitive neutrality in the market. The PPP will incorporate mechanisms to ensure the financial and operational sustainability of services over the life of the infrastructure.

**Component 2. Digital Government Platform (US\$6.5M).** This component will support a program of activities designed to develop the Recipient's National and State governments' digital capabilities. It will finance a range of interventions and investments beginning with the development and implementation of a nationwide Digital Government Strategic Framework (DGSF). This DGSF will be linked to priority business process reviews, the development of government enterprise architecture and the rollout of a national government portal and priority digital services to the extent feasible. At the outset, a stocktaking of current systems, processes and existing priorities across the five National and State governments will be undertaken.

- (a) *Digital Government Strategic Framework.* This subcomponent includes developing a digital government strategic framework on the direction, principles and practices of the National Government and State Governments' use of digital technologies, including stakeholder consultations and developing processes for implementation. The DGSF will set the direction, principles and practices for the Government's use of digital technologies. It will be based on a "whole of Government" approach. Governance, services delivery and implementation arrangements will be detailed in the DGSF. The ultimate intent of the DGSF will be to improve Government business process and workflow efficiencies, increasing access to services, and enhancing the quality of life for citizens and residents, while reducing the complexity for businesses transacting with Government. Government will undertake department and stakeholder consultations across the National government and with the states. The DGSF will need to align with the SDP, the FSM Infrastructure Development Plan for FY2016-FY2025 (IDP) and other specific strategic plans. A process for putting in place digital delivery platforms, digital authentication mechanisms, digital payment gateways, shared platforms, common standards and interoperability mechanisms, will also be pursued.
- (b) *Unified National Government Online Portal.* This subcomponent includes designing and implementing a unified national government online portal for information and services, including transactions with government departments and agencies. It will finance development of a single window to facilitate citizen and business access to public information, interactions and transactions with Government departments and agencies. The "Single Window" will require a standard ("look and feel") government agency landing page template to show continuity and consistency in the implementation of information services in each agency. The portal will provide the starting point for information and transactional services. The portal will be designed around the needs of citizens and how people interact with government, for example

around health, education, tax, starting a business, driving, travel, etc. Public communications campaigns may be conducted through the portal with both online and offline communications strategies that direct users to relevant online content.

- (c) *Digital Services Pilot*. This subcomponent will include conducting a readiness assessment for selected priority digital services, and identifying and developing high value pilot digital services to demonstrate the value of shared digital government infrastructure and services. It will finance a needs analysis for selected priority digital services, based on a readiness assessment for digital services (institutional as well as technical). It will also support advisory services to implement modifications of associated business processes within relevant departments and agencies. The focus will be on developing one or two high value demonstration e-services that build on and demonstrate the value of using shared digital government infrastructure and services, and will build on the single window “Government Portal” initiative to provide convenient access to various government services. One immediate priority is development and implementation of “payments as a service”. A common digital payments platform will be supported for government to facilitate use of electronic and online digital payments for public services.
- (d) *Digital Identification*. This subcomponent will include designing and implementing a digital identification platform establishing a single, secure mechanism for individuals to prove their identity online and to facilitate access to digital government services consistent with the Principles on Identification for Sustainable Development. It will finance the design and establishment of a Digital ID platform to give people and businesses in FSM the choice to create a single, secure way to prove identity and use government (and potentially private) services online. The objective will be to increase access to and enable the digitalization of public and private sector services. Priority services digital ID may include financial services (e.g. remittances and account opening), digital health services, identifying students and for other trusted transactions through the digital government platform (e.g. registering businesses, renewing a driver’s license or paying taxes) and in the digital economy (e.g. e-commerce), including facilitating Know Your Customer (KYC) requirements. Digital ID will provide an option for people to transact directly with government online rather than bringing physical identity documents to government offices.
- (e) *Secure Government Network, Disaster Recovery/Business Continuity and Government Cloud (FSM-Cloud)*. This subcomponent will include designing and implementing secure government network systems to promote common information systems, standards and applications, including e-mail, for government users. It will finance design and procurement of shared Digital Government Platform to promote common information systems, standards and applications, including secure email, for government users. Proprietary and open source options will be considered. This subcomponent will consider and evaluate alternative cloud computing models taking into consideration climate change impacts, disaster risks security, resource management, operational and capital cost of operations, continuity of operations, and total cost of ownership. Improved network coverage and enhanced network

resiliency will also be leveraged to develop and roll out early warning systems to respond to climate-related disasters (e.g., typhoons and tsunami events).

**Component 3. Enabling Environment for Digital Government and Digital Economy (US\$3.0M).** This component will support the carrying out a program of activities designed to strengthen the Recipient's enabling environment for digital government and the digital economy. It will also provide ongoing support to traditional regulatory priorities for the telecommunications sector, particularly to promote investment, technological innovation and evolution, and the long-term interests of users of digital services. In addition, support to the National Government Gender Development Office will be provided to ensure they have the relevant skills and resources to provide guidance on gender dimensions to be considered in the development of the DGSF and the roll out of new services—particularly to monitor and proactively support steps to maintain equity of access to digital services by gender.

- (a) *Legal and Regulatory Framework for Digital Government (US\$0.75M).* Developing the policy legal and regulatory frameworks, and developing and strengthening institutional capabilities, for digital government and digital economy, including but not limited to data privacy, data protection, cybersecurity, Netsafe principles and practices to regulate harmful digital communications, cybercrime, e-commerce and digital transactions, authentication standards, and protocols and processes to improve data governance. Improved data governance and data protection arrangements, specifically to strengthen data privacy and prevent the misuse of data, are an essential part of building trust and confidence in digital government services and the transition to a digital economy.
- (b) *Government's Cyber Security Program (US\$0.5M).* Supporting the development and rollout of a cyber security program, including the development of operational and administrative standards, assurance, monitoring, audit, cyber security emergency response capabilities, institutional capacity building, training and awareness programs. The Cyber Security Program will also include security training and awareness programs for government users, government IT and security professionals, management, citizens and the private sector.
- (c) *Telecommunications Regulatory Support (US\$0.75).* Strengthening the capacity of the TRA to fulfil effectively its responsibilities and mandate under the Telecommunications Act, as well as such other responsibilities that may be conferred on it from time to time. It will build on the existing program of support extended to the TRA under the FSM Connectivity Project, including licensing, interconnection, wholesale access, spectrum issues, quality of service monitoring and enforcement, technical regulation, and leadership and advocacy issues in the long-term interests of users. The subcomponent will also support institutional capacity building, particularly to strengthen the ability for the TRA to deliver on any additional responsibilities which may be conferred on it, including but not limited to data privacy, data protection, harmful digital communications and cybersecurity.

- (d) *Gender Development Office Support (US\$1M)*. Strengthening the institutional capacity of the Gender Development Office of the Department of Health and Social Affairs of the Recipient to carry out activities to increase participation in the digital economy on a gender informed basis, including policy development, research, monitoring and evaluation, citizen engagement, and outreach activities relating to digital literacy and digital entrepreneurship. This subcomponent will assist the Gender Development Office in contributing to gender informed policy development associated with the roll out of digital infrastructure and services, particularly the passage of gender-sensitive legislation relating to harmful digital communication. The capacity of the Gender Development Office to monitor and mitigate issues and concerns associated with digital harms from a gender perspective will also be strengthened.

#### **Component 4. Project Management (US\$6.3M).**

- (a) *Project Implementation Unit (US\$1.3M)*. Supporting the Project Implementation Unit (PIU) on management and implementation of the Project, including financing of training and operating costs. The PIU will be responsible for overall Project management and coordination. Other aspects of Project administration (procurement, financial management, audit, communications and safeguards) will remain the responsibility of the PIU, but support for these activities will be provided by the Central Implementation Unit (CIU).
- (b) *Central Implementation Unit (US\$5M)*. Supporting the CIU with regard to preparatory and implementation activities related to the Project, as well as other projects financed by Bank, including financing of training and operating costs. This subcomponent will provide approximately three to four years of core funding for the CIU.<sup>4</sup> The CIU provides fiduciary and operational support for all World Bank projects in FSM and is located within DoFA.

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<sup>4</sup>The CIU is relatively well established although some positions (short and long term) remain to be filled. Financing for the core positions are from primarily two projects in the current portfolio. However, going forward it is anticipated that the financing of all positions will be consolidated into the Digital FSM project to decrease the transaction and administration costs of fragmented financing.