



FEDERAL GOVERNMENT OF NIGERIA

Request for Proposal:

Design, Development and Delivery of SIM Card Registration Solution

Nigerian Communications Commission (NCC)

In collaboration with

National Identity Management Commission (NIMC)

Implementation Committee Secretariat
NIMC Headquarters
11 Sokode Crescent, Off Dalaba Street, Zone 5 Wuse, Abuja - Nigeria
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June 15, 2009



CONTENTS

PREAMBLE.....	3
Background.....	3
Introduction.....	3
Project Objective	3
SECTION 1. INSTRUCTIONS TO TENDERERS.....	3
General Instructions	3
Detailed Instructions	3
SECTION 2: PROPOSAL CONTENT	3
SECTION 3: EVALUATION AND AWARD	3
A. Evaluation Criteria.....	3
B. Evaluation Procedure.....	3
C. Award.....	3
D. Notification of Award and Debriefing	3
SECTION 4: SCOPE OF WORK	3
I. Purpose	3
II. Background	3
III. Project Scope	3
SECTION 5: FINANCIAL PROPOSAL FORMS.....	3
SECTION 6: TECHNICAL PROPOSAL TEMPLATES.....	3
SECTION 7: PROPOSED AGREEMENT	3
SECTION 8: REPORT OF THE SIM WORKING COMMITTEE.....	3
SECTION 9: TENTATIVE NCC IMPLEMENTATION PLAN.....	3



PREAMBLE

Background

As part of its effort to have a credible database of SIM Card Subscribers in Nigeria, the Nigerian Communications Commission (NCC) working together with the National Identity Management Commission (NIMC) wishes to partner with qualified Private sector Solution Providers (in a PPP arrangement) to develop and deploy a secure, reliable, widely accepted and a continuous SIM Card Registration System.

The System will cover all Mobile phone Operators in every geographical area of the country, and will enable capture of detailed subscriber profiles and data in a manner that will facilitate seamless integration with the existing National Identity Database which in turn will serve as the primary source of identity verification of mobile phone subscribers.

In that perspective, the Commission, in accordance with the relevant section of the enabling Nigerian Communications Act (NCA), 2003 and in her usual practice of consensus building in arriving at major decisions that will have impact on the industry, organized a Consultative Meeting on **July 17, 2008** with stakeholders who will assist in shaping the course of plans that will preserve GSM services as a veritable tool of social and economic development, and growth.

Following the submission of the report of the SIM Card Registration working group and the approval of the Board of the Commission, the NCC invited the National Identity Management Commission (NIMC), who has significant experience in national identity planning, registration and management to serve as the Consultants/ Program Managers for the implementation of SIM Registration in a Private Public Partnership model.

Introduction

The NCC in collaboration with the NIMC therefore, wishes to engage the services of a private sector Software company to provide services in the conceptualization, setup and operations of the SIM Card Identity Management System as well as create and integrate the registration process into the Mobile Operators existing structure of sales and service delivery. The overall goals of the SIM card management are to integrate various existing Operator subscriber records in the Country, expand the scope of records requirement from Subscribers, and build a comprehensive data base of all pre-paid and post-paid mobile phone subscribers for further linkage into the National Identity Card system to create a centralised database of all SIM card Subscribers in Nigeria.

This Document is the Request for Proposal (RFP) for the **“Conceptualization, Planning, Setup and Operation of a Secure, National SIM Card Registration and User Identity Management**



Solution for Nigeria, without significant interference and discomfort to all stakeholders (including subscribers, operators, etc)”.

Project Objective

The overall objective of the project is to implement a SIM Card Registration that is secure, cost effective, widely accepted and integrated with existing NIMC Identity management schemes.

In achieving this objective, the laid down modalities, timeframe and issues raised in scope of work should be fully considered by Tenderers in their proposals.



SECTION 1. INSTRUCTIONS TO TENDERERS

General Instructions

Proposals must be submitted before or by **4:00 pm on Tuesday July 14, 2009** and proposals will be opened at 5:00pm the same day.

Proposals should be hand delivered by an authorized representative at the following address:

The Project Manager
SIM Card Registration Implementation Committee Secretariat
Room 208, 2nd Floor
National Identity Management Commission
11 Sokode Crescent, Off Dalaba Street, Zone 5 Wuse, Abuja, Nigeria
Tel: +234-9-8702329

Proposals and amendments to proposals received after the date and time specified above will be returned to the Tenderers unopened.

Parties interested in obtaining further information regarding this Request For Proposals (RFP) may do so by calling +234-9-8702329, or e-mail your request to simregrfp@nimc.gov.ng. Please include the following information:

- o Name of Firm
- o Address and Contact Person
- o Telephone and Facsimile Number

A pre-proposal conference will be held on **Monday June 22, 2009, at 10:00 a.m.** at Transcorp Hilton Hotel, Abuja. All prospective Tenderers are encouraged to attend the pre-proposal conference.

Tenderers are encouraged to form partnerships and enter into consortium with other firms of similar pedigree to better their chances of selection.

Presentations/Interviews are scheduled for **Tuesday July 21, 2009**. Please keep this date open. Failure to appear at the interview, on invitation, will cause the firm to be considered non responsive and will be eliminated from further evaluation.

A summary of the key RFP Dates are outlined in the table below;

Issued	Monday June 15, 2009
Pre-proposal Conference	Monday June 22, 2009



Deadline for submission of Written Questions	Monday June 29, 2009
Response to Written Questions	Tuesday July 7 2009
Tender Submission Deadline	Tuesday July 14, 2009 (4 pm)
Tender Opening Session	Tuesday July 14, 2009 (5pm)
Interview/Presentation Date	Tuesday July 21, 2009
Decision/Notification Date	Friday July 31, 2009

Detailed Instructions

A. PRE-PROPOSAL CONFERENCE

A pre-proposal conference will be held on **Monday June 22, 2009 at 10:00 a.m.** at Transcorp Hilton Hotel, Abuja. All prospective Tenderers are encouraged to attend the pre-proposal conference.

B. EXAMINATION OF PROPOSAL DOCUMENTS

By submitting a proposal, Tenderer represents that it has thoroughly examined and become familiar with the work required under this RFP and that it is capable of performing quality work to achieve the Committee's objectives.

C. ADDENDA

Any authorized changes to the requirements will be made by written addendum to this RFP. Any written addenda issued pertaining to this RFP shall be incorporated into the terms and conditions of any resulting Agreement. The Authority will not be bound to any modifications to or deviations from the requirements set forth in this RFP as the result of oral instructions.

D. CLARIFICATIONS

1. Examination of Documents

Should a Tenderer require clarifications of this RFP, the Tenderer shall notify the Committee in writing through the email address provided in accordance with Section D.2. below. Should it be found that the point in question is not clearly and fully set forth; the Committee will issue a written addendum clarifying the matter which will be sent to all.

2. Submitting Requests



1. All questions, including questions that could not be specifically answered at the pre-proposal conference must be put in writing and must be received by the Committee not later than **2:00 p.m. Nigerian Time on Monday June 29 2009**.
2. Requests for clarifications, questions and comments must be clearly labeled, "Written Questions." The Committee is not responsible for failure to respond to a request that has not been labeled as such.
3. Any of the following methods of delivering written questions are acceptable as long as the questions are received not later than the date and time specified above:

- **Mail:** The Project Manager, SIM Card Registration Implementation Committee Secretariat, Room 208, 2nd Floor, National Identity Management Commission, 11 Sokode Crescent, Off Dalaba Street, Zone 5 Wuse, Abuja

- **Personal Courier: SIM** The Project Manager, Card Registration Implementation Committee Secretariat, Room 208, 2nd Floor, National Identity Management Commission, 11 Sokode Crescent, Off Dalaba Street, Zone 5 Wuse, Abuja

- **E-Mail:** Secretary to the Implementation Committee, e-mail address for this project is simregrfp@nimc.gov.ng

Inquiries received after **Monday June 29, 2009** will not be accepted and may be returned to the senders without response.

E. SUBMISSION OF PROPOSALS

1. Date and Time

Proposals must be submitted before or by 4:00 pm on Tuesday July 14, 2009.

Proposals received after the above-specified date and time may be returned to Tenderers unopened.

2. Address

Proposals should be delivered in person or by a representative to the following address:

The Project Manager,
SIM Card Registration Implementation Committee Secretariat
Room 208, 2nd Floor
National Identity Management Commission
11 Sokode Crescent, Off Dalaba Street, Zone 5 Wuse, Abuja, Nigeria
Tel: +234-9-8702329



No soft copies or RFPs sent in by email will be entertained.

3. Identification of Proposals

Both Technical and Financial Proposals shall be marked "ORIGINAL" or "COPY" as appropriate.

Tenderer shall submit 1 original and 4 copies with an electronic copy (in a CD) of its Technical Proposal. The original and all copies of the Technical Proposal shall be placed in a sealed envelope clearly marked "Technical Proposal" and bearing the Name of the Tenderer and title of the Tender (***"Proposal for the Design, Development and Delivery of SIM Card Registration Solution"***).

Similarly, 1 original, 4 copies of the Financial Proposal with an electronic copy (in a CD) shall be placed in a sealed envelope clearly marked "Financial Proposal" This envelope shall also bear the Name of the Tenderer and clearly marked with a warning ***"Do Not Open With The Technical Proposal."***

All required copies of both the Technical and Financial Proposals are to be made from the original. If there are discrepancies between the original and the copies of the Proposals, the original governs.

The envelopes containing the Technical and Financial Proposals shall be placed into an outer envelope and sealed. This outer envelope shall bear the Name of the tenderer, submission address, Title of the Tender and be clearly marked ***"Do Not Open, Except in Presence of the Official Appointed, before 5:00 pm Tuesday July 14 2009"***.

The Committee shall not be responsible for misplacement, loss or premature opening if the outer envelope is not sealed and/or marked as stipulated. This circumstance may be case for Proposal rejection. If the Financial Proposal is not submitted in a separate sealed envelope duly marked as indicated above, this will constitute grounds for declaring the Proposal non-responsive.

4. Acceptance of Proposals

- a) The Committee reserves the right to accept or reject any and all proposals, or any item or part thereof, or to waive any informalities or irregularities in proposals.
- b) The Committee reserves the right to withdraw this RFP at any time without prior notice and the Committee makes no representations that any contract will be awarded to any tenderer responding to this RFP.
- c) The Committee reserves the right to postpone proposal openings for its own convenience.



F. PRE-CONTRACTUAL EXPENSES

Pre-contractual expenses are defined as expenses incurred by Tenderer in:

- a) Preparing its proposal in response to this RFP;
- b) Submitting that proposal to the Committee;
- c) Negotiating with the Committee any matter related to this proposal; or
- d) Any other expenses incurred by Tenderer prior to date of award, if any, of the Agreement.

The Committee shall not, in any event, be liable for any pre-contractual expenses incurred by Tenderer in the preparation of its proposal. Tenderer shall not include any such expenses as part of its proposal.

G. JOINT TENDERS

Where two or more Tenderers desire to submit a single proposal in response to this RFP, they should do so on a joint venture basis rather than as a prime-subcontractor. Their submission should also reflect duly signed, company sealed Memorandum of Understanding binding the parties involved with regards to the project. Generally, the Authority intends to contract with a single firm or with multiple firms doing business as a joint venture.

H. TAXES

Tenderers' proposals are subject to Federal Government of Nigeria's taxes.

I. CONTRACT TYPE

It is anticipated that the Agreement resulting from this solicitation, if awarded, will be a firm-fixed price contract specifying firm-fixed prices for individual tasks specified in the Scope of Work, included in this RFP as Section IV. While cost-plus-fixed-fee is the preferred method of pricing, the Committee will also consider Tenders quoted on a firm-fixed price basis, although the latter, in particular, may be subject to a significant deduction of points in the Committee's evaluation of the proposals received. Tenders priced on a time-and-expense basis may also be considered in the Committee's evaluation of the proposals received. Any other methods of pricing may also be entertained.



SECTION 2: PROPOSAL CONTENT

A. PROPOSAL FORMAT AND CONTENT

1. Presentation

Proposals shall be typed, and submitted on A4 size paper, using a single method of fastening. Tenderer should not include any unnecessary elaborate or promotional material. Lengthy narrative is discouraged and presentations should be brief and concise.

2. Letter of Transmittal

The Letter of Transmittal shall be addressed to, the SIM Registration Committee Chairman, and must, at a minimum, contain the following:

- a) Identification of Tenderer, including name, address, email address, facsimile number and telephone number.
- b) Proposed working relationship between Tenderer and other members of the consortium, if applicable.
- c) Acknowledgment of receipt of all RFP addenda, if any.
- d) Name, title, address and telephone number of contact person during period of proposal evaluation.
- e) A statement to the effect that the proposal shall remain valid for a period of not less than 120 days from the date of submittal.
- f) Signature of a person authorized to bind Tenderer to the terms of the proposal.

3. Technical Proposal

a. Qualifications, Related Experience and References of Tenderer

This section of the proposal should establish the ability of Tenderer to satisfactorily perform the required work by reasons of: experience in performing work of a similar nature; demonstrated competence in the services to be provided; strength and stability of the firm; staffing capability; work load; record of meeting schedules on similar projects; and supportive client references. Tenderer shall:

1. Provide a brief profile of the firm, including the types of services offered; the year founded; form of the organization (corporation, partnership, sole proprietorship); number, size and location of offices; and number of employees.
2. Provide a general description of the firm's financial condition and identify



any conditions (e.g., bankruptcy, pending litigation, planned office closures, impending merger) that may impede Tenderer's ability to complete the project.

3. Describe the firm's experience in performing work of a similar nature to that solicited in this RFP, and highlight the participation in such work by the key personnel proposed for assignment to this project. Describe any experience in working with the various government agencies identified in this RFP.
4. Identify members of the consortium by company name, address, contact person, telephone number and project function. Describe Tenderer's experience working with each Committee Member or subcontractor.
5. Provide as a minimum three (3) references for the projects cited as related experience, and furnish the name, title, address and telephone number of the person(s) at the client organization who is most knowledgeable about the work performed. Tenderer may also supply references from other work not cited in this section as related experience.

The format for presenting the firm's related experience should adhere to the template provided as Form TP-1 in Section VI: (Technical Proposal Forms) of this RFP

b. Proposed Staffing and Project Organization

This section of the proposal should establish the method, which will be used by the Tenderer to manage the project as well as identify key personnel assigned. Tenderer shall:

- Provide education, experience, and applicable professional credentials of project staff.
- Furnish brief resumes (not more than two [2] pages each and in accordance with provided template) for the proposed Project Manager and other key personnel.
- Indicate adequacy of man-hours utilizing a table projecting the labor-hour allocation to the project by individual task.
- Identify key personnel proposed to perform the work in the specified tasks and include major areas of each member's work.
- Include a project organization chart, which clearly delineates communication/reporting relationships among the project staff.
- Include a statement that key personnel will be available to the extent proposed for the duration of the project acknowledging that no person designated as "key" to the project shall be removed or replaced without the prior written concurrence of the Committee.

The format for presenting the CVs of key project personnel should adhere to the template provided as Form TP-2 in Section VI: (Technical Proposal Forms) of this RFP



c. Work Plan

Tenderer shall provide a narrative, which addresses the Scope of Work, and shows Tenderers' understanding of Committee's needs and requirements. The Tenderer shall:

- Describe the approach to completing the tasks specified in Proposal
- Outline sequentially the activities that would be undertaken in completing the tasks and specify who would perform them.
- Furnish a schedule for completing the tasks in terms of elapsed weeks from the project commencement date.
- Identify methods that Tenderer will use to ensure quality control as well as budget and schedule control for the project.

Tenderer may also propose procedural or technical enhancements/innovations to the Scope of Work, which do not materially deviate from the objectives or required content of the project.

d. Exceptions/Deviations

State any exceptions to/or deviations from the requirements of this RFP, segregating "technical" exceptions from "contractual" exceptions. Where Tenderer wishes to propose alternative approaches to meeting the Committee's technical or contractual requirements, these should be thoroughly explained.

4. Cost and Price Proposal

As part of their financial proposal, the Tenderer shall submit proposed pricing to provide the services for each work task described in proposal.

The Tenderer shall complete the "Price Summary Sheet" form included with this RFP (Section V), and furnish any narrative required to explain the prices quoted in the schedules. As noted earlier in these instructions, cost-plus fixed-fee (CPFF) is the preferred method of pricing followed by firm-fixed-price (FFP). Tenders priced on a time-and-expense basis may also be considered in the Committee's evaluation of the proposals received. Any other methods of pricing may also be entertained.

5. Appendices

Information considered by Tenderer to be pertinent to this project and which has not been specifically solicited in any of the aforementioned sections may be placed in a separate appendix section. Tenderers are cautioned, however, that this does not constitute an invitation to submit large amounts of extraneous materials. Appendices should be relevant and brief.



SECTION 3: EVALUATION AND AWARD

A. Evaluation Criteria

The Committee will evaluate the Tenders received based on the following criteria:

1. Qualifications of the Firm (Weight 4 or 20%)

Technical experience in performing work of a closely similar nature; experience working with public agencies; strength and stability of the firm; strength, stability, experience and technical competence of consortium members; assessment by client references.

2. Staffing and Project Organization (Weight 3 or 15%)

Qualifications of project staff, particularly key personnel and especially the Project Manager; key personnel's level of involvement in performing related work cited in "Qualifications of the Firm" section; logic of project organization; adequacy of labor commitment; concurrence in the restrictions on changes in key personnel.

3. Work Plan (Weight 6 or 25%)

Depth of Tenderer's understanding of the project requirements and overall quality of work plan; logic, clarity and specificity of work plan; appropriateness of labor distribution among the tasks; ability to meet the project deadline; reasonableness of proposed schedule; utility of suggested technical or procedural innovations.

4. Cost and Price (Weight 5 or 30%)

The Reasonableness of the total price and competitiveness of this amount with other Tenders received; adequacy of data in support of figures quoted; reasonableness of individual task budgets; basis on which prices are quoted (CPFF, FFP, T&E or any other funding and billing option).

5. Completeness of Response (Weight 2 or 10%)

Completeness of response in accordance with RFP instructions; exceptions to or deviations from the RFP requirements that the Committee cannot or will not accommodate; other relevant factors not considered elsewhere.



B. Evaluation Procedure

An Evaluation Committee will be appointed to review all proposals received. The Committee will comprise of Implementation Committee staff and may include outside personnel. The Committee members will read the proposals separately then convene to discuss and review the written proposals. Each member of the selection panel will then evaluate each proposal using the criteria identified in Section III A. to arrive at a “proposal score” for each proposal. A list of top ranked proposals, firms within a competitive range, will be developed based upon the totals of each Committee members’ score for each proposal.

During the evaluation period, the Committee may request for demonstrations and conduct interviews for some or all of the proposing firms. The Committee will establish a specific date for demonstrations and interviews. All prospective Tenderers will be asked to keep this date available. No other dates will be provided, therefore, if a Tenderer is unable to attend the interview on this date; its proposal may be eliminated from further consideration. The demonstrations will seek to understand aspects of the proposals technology, understanding of the requirements, financial arrangements and teaming structures. Interview may consist of a short presentation by the Tenderer, discussions with the proposed project managers and assessment of the Tenderer’s proposal and qualifications. The Committee will use pre-established criteria during the interview process to score and make their final recommendation.

The final compilation on which firms will be ranked, are weighted as follows: Proposal Content 80%; Interview and verbal defense 20%.

At the conclusion of the proposal evaluations and interviews, the firms remaining within the competitive range may be asked to submit a Best and Final Offer (BAFO). In the BAFO request, the firms may be asked to provide additional information, confirm or clarify issues and submit a final cost/price offer. A deadline for submission will be stipulated. The BAFOs will be scored in the same manner as the original proposals.

After the oral interviews are conducted and/or BAFOs evaluated, the evaluation Committee may recommend to the Main Committee, a firm with the highest final ranking or a short list of top ranked firms within the competitive range whose proposal(s) is most advantageous to the Committee. The Main Committee will review the evaluation Committee’s recommendation and forward its decision for final action.

C. Award

The Committee will evaluate the proposals received and award to the proposal considered to be the most competitive. The Committee may also negotiate contract terms with the selected Tenderer prior to award, and expressly reserves the right to negotiate with several Tenderers simultaneously and, thereafter, to award a contract to



the tenderer offering the most favorable terms to the Government.

The Committee reserves the right to award its total requirements to only one Tenderer. In addition, negotiations may or may not be conducted with Tenderers; therefore, the proposal submitted should contain Tenderer's most favorable terms and conditions, since the selection and award may be made without discussion with any Tenderer.

D. Notification of Award and Debriefing

Tenderers who submit a proposal in response to this RFP shall be notified by electronic mail regarding the firm who was awarded the contract. Such notification shall be made within seven (7) days of the date the contract is awarded.

Tenderers who were not awarded the contract may obtain a prompt explanation concerning the strengths and weaknesses of their proposal. Unsuccessful Tenderers, who wish to be debriefed, must request the debriefing in writing or electronic mail and the Committee must receive it within three (3) days of notification of the contract award.



SECTION 4: SCOPE OF WORK

I. Purpose

To design and implement a SIM card Registration solution that is secure, cost effective, widely accepted and integrated with existing National Identity Database.

II. Background

As part of its effort to have a credible database of SIM Card Subscribers in Nigeria, the Nigerian Communications Commission (NCC) working together with the National Identity Management Commission (NIMC) wishes to partner with qualified Private sector Solution Providers (in a PPP arrangement) to develop and deploy a secure, reliable, widely accepted and a continuous SIM Card Registration System.

The System will cover all Mobile phone Operators in every geographical area of the country, and will enable capture of detailed subscriber profiles and data in a manner that will facilitate seamless integration with the existing National Identity Database which in turn will serve as the primary source of identity verification of for mobile phone subscribers.

III. Project Scope

The successful bidder is expected to undertake the following:

- (a) Assess the current process for the issuance and activation of SIM Cards nationwide across all mobile operator networks;
- (b) Define a conceptual framework for SIM Card Registration for both new and existing Subscribers that makes use of the National Identity Database. Responses should articulate an open system architecture that encompasses a hierarchical access to data based on the stakeholder needs as follows:

- NIMC	All Subscriber Records + National ID Database
- NCC	All Subscriber Records
- Operators	Own Network Subscribers
- LEAs	Interface to All Subscribers and ID Database
- Other Govt. Agencies	Interface as relevant and on demand
- (c) Define a conceptual framework for continued/future registration across all networks;



- (d) Define and develop SIM Cards Database structure which will be verified and integrated into the National Identity Database to enable authentication of subscriber information during registration.
- (e) Identify and document key business processes to support SIM registration. This process will involve the Identification and documentation of the key business drivers, business processes, critical success factors, key performance indicators, staffing and operational plan for the major operations and lines of business required to successfully implement the SIM Card Registration. Expected deliverables include a Strategy Document outlining the key areas of operations, underlying business processes, standard operating procedures, skills requirements, organization charts, staffing approach and operational plan as well as other necessary requirements for the setup and operation of SIM card Registration and Management System, and supporting infrastructures at the different stakeholder agencies, operators sales outlets, dealership outlets etc .
- (f) Provide detailed specifications for infrastructure including hardware and software, communication links, database and integrated middleware required to implement and automate key aspects of the registration exercise. Where applicable, it is necessary to setup a secure, reliable and highly available data networking infrastructure to connect between NIMC headquarters, NIMC Central Data Centre and SIM Card registration Centres and NCC.
- (g) Provide detailed specifications of the data to be captured e.g.
 - (a) Picture quality and resolution
 - (b) Address field (No of characters)
- (h) Provide detailed specification of the network to be provided including:
 - Latency,
 - Packet loss,
 - Availability e.g. 99%, 99.9%, 99.99% 99.999% etc

The network design should support intelligent networking at the core and the edge, quality of service prioritization, voice, data, video and instant messaging traffic on selected routes, secured access over public networks, authenticated access with strong encryption and key access for card acceptance devices and access over public networks. Connectivity between NIMC central data center and SIM registration centers should support aggregation of existing data, real-time integration and data transfer when Identity related data is modified or new data added. Connectivity between NIMC central Data Center and SIM registration centers should support batch consolidation of daily registration data, online enquiries, and push-pull data aggregation.



- (i) Provide estimated size of database (both active and archived).
- (j) Develop implementation plans including timelines and deliverables to ensure that registration of new and existing subscribers are carried out concurrently;
- (k) Propose and implement necessary amendments to current SIM Card activation process to enable registration before activation.
- (l) Provide and deliver all identified equipment / software requirements and provide professional expertise to deploy all required infrastructures and systems to integrate key stakeholders in the registration process.

In designing and implementing a SIM card Registration solution, considerations should be made for the following:

1. Modalities for SIM Registration

- The registration exercise should be simple to ensure that the exercise achieves the purpose of having prepaid SIM Card subscribers' data records available without eluding the gains of easy accessibility to telephone services;
- Reuse of the expanded National Identity Management Commission (NIMC) infrastructure which successfully supported the registration of 37 Million people within three months of mass National Identity card registration exercise.
- Re-use of existing Mobile Operators owned and operated support centres, sales outlets, friendship centres and offices, dealers' shops and their sub-dealers as registration points for the SIM cards;
- Development of communication links, such that a hierarchy of database access and management is created for all relevant stakeholders-NCC, NIMC, Operators, LEAs;
- Acceptable means of identification for SIM registration which are listed in section 5.0 , subsection "g" of the "Report of the working Group" attached;
- Consideration of all persons and all subscribers; (all classes of Nigerians including but not limited to disabled persons, artisans, aged, normads, rural dwellers, etc.), and allow for formal groupings (such as Co-operatives, Unions, Town Groups, Religious Groups, etc numbering more than 50 persons);
- Registration forms should contain uniform minimal information across networks;
- New market entrants (Operator);
- Ownership of multiple sim cards
- Non-Nationals, Non-Residents and Roaming subscribers;
- Loss/Misplacement of SIM;
- Easy and efficient archiving of data



2. Timeframe

a) Existing Subscribers

The expected time frame for registration of existing prepaid subscribers shall be one (1) year from date of contract award. All prepaid SIM Cards subscribers are expected to register within the stipulated six months period from the date of commencement of the registration exercise.

b) New Subscribers

Continuous registration of new SIM Cards or new mobile phone subscribers for the as long as a mobile operator remains in business.

c) Commencement

- (i). The indicative date proposed for the commencement of registration of all existing and new prepaid SIM Card subscribers is no later than **6 months from the day of the award of contract (January 10, 2010). The registration shall end on July 10, 2010 for all existing subscribers, while new SIM Cards would continue to be registered as long as the network operator subsists.**
- (ii). Existing subscriber failing to register within the stipulated six months period shall be placed on restricted service. Options considered include placing clients on “receive only” with a voice message informing them to go and register. Other suggestions would be entertained provided they do not lead to degradation of quality of service.
- (iii). Options for Network operators to pre-inform existing subscribers on their networks on the need for registration prior to placing them on restricted service..

3. Grey Areas/Issues

Attention should be paid to the issues presented by the stakeholders with suggested solutions in Section 7 of the “Report of the Working Group”. It is important that all issues are systematically thought through and accommodated in the proposed solution.

The table below shows the issues and suggested solutions

S/N	ISSUES	SUGGESTED SOLUTIONS
1	Access to means of identification by all Nigerians	NIMC to open offices in all Local Government Areas to make access to ID Cards easy.
2	Standard Basic Information required	The standard basic information for registration include: i) Name (as in the identification); ii) Current residential address; iii) Sex (Male or Female); iv) ID Type. However,



S/N	ISSUES	SUGGESTED SOLUTIONS
3.	Registration by proxy	operators may include additional information of interest. Registration by Proxy would be permitted, with a caveat that the Principal will take full responsibility for any misuse of the registered number. The Proxy will also be required to state the basic information as in 2 above.
4.	Non-Nationals/Non-Residents	Non-Nationals are to be registered with International Passport, and would also provide residential address abroad and address in Nigeria. Non-Residents are to be registered with International Passport. They would also be allowed proxy registration. ECOWAS Passport, but holders should provide residential address abroad (in country of origin). Non residents without International Passport should register by proxy.
5.	Multiple ownership of SIMs	All SIM cards owned by a subscriber shall be registered.
6.	Loss/Misplacement of SIM	On a loss of SIM Card, the user shall: i) Promptly report the loss/theft to the service provider for deactivation, ii) Be encouraged by the operator to report to the Police for record purposes. To recover a lost SIM Card the user shall produce identification for registration.
7.	Corporate Users	Corporate Organizations would be allowed to register upon presentation of a letter duly signed by recognized authority and written on the Organization's letter head. CEOs will also be held liable for the misuse of numbers by their staff.
8.	Verification of Data	All original documents used for registration must be sighted by the network operator. The network operator should photocopy the documents sighted and retain same.
9.	Database of Subscribers	All operators will maintain own data base and provide basic data as may be required in accordance with the Law.
10.	Socially disadvantaged/illiterates, homeless, rural dwellers, etc	This category of subscribers could be registered by proxy.
11.	Physically challenged & the Elderly	Could be registered as proxy.
12.	Commercial Phone Centers	This category of users would be classified as Telecenter Operators, while the owners would be allowed to register the numbers by proxy. The Telecentre operators should be educated on the need to use their best endeavours to prevent crime.
13.	Cost	Operators are to bear the cost of registration.



S/N	ISSUES	SUGGESTED SOLUTIONS
14.	Refugees	To be registered by proxy
15.	Roaming subscribers	Subscribers to provide roaming numbers and hosting operator data on entering into the country.

A. Publicity

Stakeholders unanimously agreed that to ensure wide participation of the public in the proposed registration of prepaid SIM Cards subscribers, ample and sustained publicity and sensitization about the registration need to be put in place before the commencement date.

In that regard, it is expected that any successful Tender, should incorporate solution that will enable a broadcast messages to this effect from the NCC central server to the respective stakeholders for onward delivery to the right Consumer. *See Section 8 of the "Report of the Working Group"*.

B. Stakeholders and their responsibilities

The stakeholders for this project are: NCC, NIMC, Operators, Law Enforcement & Other Government Agencies and Subscribers (users). The details of each stakeholder's responsibility is captured in *Section 9 of the "Report of the Working Group"*.

Tenderers should show how all the subjects raised in Section 4 of this RFP can be tied together in tendering their solution.



SECTION 5: FINANCIAL PROPOSAL FORMS

This Section contains the following Financial Proposal forms:

FM-1: Financial Proposal Submission Form

FM-2: Cost Summary Sheet

FM-3: Breakdown of Fees

FM-4: Breakdown of Costs

FM-5: Cost Implication Summary of Business Model



FM-1: Financial Proposal Submission Form

[Location, Date]

To: [Name and address of Client]

Dear Sirs:

We, the undersigned, offer to provide the services for [Insert title of assignment] in accordance with your Request for Proposal dated [Insert Date] and our Technical Proposal. Our attached Financial Proposal is for the sum of [Insert amount(s) in words and figures¹]. This amount is exclusive of the local taxes, which shall be identified during negotiations and shall be added to the above amount.

Our Financial Proposal shall be binding upon us subject to the modifications resulting from Contract negotiations, up to expiration of the validity period of the Proposal of [Indicate Validity Period of your proposal].

We understand you are not bound to accept any Proposal you receive.

We remain,

Yours sincerely,

Authorized Signature [In full and initials]: _____

Name and Title of Signatory: _____

Name of Firm: _____

Address: _____



- 1 Amounts must coincide with the ones indicated under Total Cost of Financial proposal in Form FM-2.

FM-2: Cost Summary Sheet

Indicate the total costs, net of local taxes, of the amount being requested by your firm. Such total costs must coincide with the sum of the relevant Subtotals indicated in all tables in the Form FM-3 and FM-4 provided with this Financial Proposal. All quotations should be in Naira.

<i>Cost Component</i>	<i>Amount in Naira</i>
Costs	
Firm Fixed Fee	
Total	



FM-3: Breakdown of Fees

Assess the current process for the issuance and activation of SIM Cards nationwide across all mobile operator networks	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			

Define a conceptual framework for SIM Card registration for new and existing Subscribers that make of the National Identity Database.	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			

Define a conceptual framework for continued/future registration across all net works.	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			



Define and develop SIM Cards Database structure which will be verified and integrated into the National Identity Database.	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			



FM-4: Breakdown of Costs

Identify and document key business processes to support SIM registration.	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			

Provide detailed specifications for infrastructure including hardware and software requirements.	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			

Provide detailed specification of the data to be captured	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			



Provide detailed specification of the network to be provided.	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			

Provide estimated size of database (both active and archived)	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			

Develop implementation plans including timelines and deliverables to ensure that registration of new and existing subscribers are carried out concurrently;	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			



Propose and implement necessary amendments to current SIM Card activation process to enable registration before activation	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			

Provide and deliver all identified equipment / software requirements and provide professional expertise to deploy all required infrastructures and systems to integrate key stakeholders in the registration process	Description:		
Cost components	Qty	Unit Costs in Naira	Total Costs in Naira
Subtotals			



FM-5: Cost Implication Summary of Business Model

This form (FM-5) should capture an outline of the cost implications under the Business Model proposed by your firm. A detailed description of your model should be discussed in the Technical proposal

Proposed Pricing for Subscriber Registration				
Production Costs	Cost in Naira to be Borne By [<i>Insert firm's name</i>]	Cost in Naira to be Borne By NCC	Cost in Naira to be Borne By Public	Total Costs
Cost Per Subscriber Registered				
Cost over 6 months				
Cost over 1 year				



SECTION 6: TECHNICAL PROPOSAL TEMPLATES

This Section contains the following Technical Proposal templates:

TP-1: Firm's Related Experience

TP-2: Curriculum Vitae (CV) of Key Project Personnel



TP-1: Firm's Related Experience

[Using the format below, provide information on each assignment for which your firm, and each consortium member (where applicable) for this assignment, was legally contracted either individually as a corporate entity or as one of the major companies within an association, for carrying out Technical services similar to the ones requested under this assignment. Use 20 pages.]

Project Title:	Approx. overall value of the contract (in Naira ₦):
Country: Location within country:	Duration of assignment (months):
Name of Client:	Total N^o of staff-months of the project:
Client Address and Contact Details:	Approx. value of the services provided by your firm under the contract (in Naira ₦):
Start date (month/year): Completion date (month/year):	N^o of professional staff-months provided by associated Consultants:
Name of associated Firms, if any:	Name of senior professional staff of your firm involved and functions performed (indicate most significant profiles such as Project Director/Coordinator, Team Leader):
Narrative description of Project:	
Description of actual services provided by your staff within the assignment:	



TP-1: Curriculum Vitae (CV) of Key Project Personnel

1. **Proposed Position** [only one candidate shall be nominated for each position]:

2. **Name of Firm** [*Insert name of firm proposing the staff*]: _____

3. **Name of Staff** [*Insert full name*]:

4. **Date of Birth:** _____ **Nationality:** _____

5. **Education** [*Indicate college/university and other specialized education of staff member, giving names of institutions, degrees obtained, and dates of obtainment*]: _____

6. **Membership of Professional Associations:** _____

7. **Other Training** [*Indicate significant training since degrees under 5 - Education were obtained*]: _____

8. **Countries of Work Experience:** [List countries where staff has worked in the last ten years]: _____

9. **Languages** [*For each language indicate proficiency: good, fair, or poor in speaking, reading, and writing*]: _____

10. **Employment Record** [*Starting with present position, list in reverse order every employment held by staff member since graduation, giving for each employment (see format here below): dates of employment, name of employing organization, positions held.*]:

From [Year]: . To [Year]: _____



Employer: _____

Positions held: _____

<p>11. Detailed Tasks Assigned</p> <p><i>[List all tasks to be performed under this assignment]</i></p>	<p>12. Work Undertaken that Best Illustrates Capability to Handle the Tasks Assigned</p> <p><i>[Among the assignments in which the Key personnel in TP-1 has been involved, indicate the following information for those assignments that best illustrate staff capability to handle the tasks listed under point 11.]</i></p> <p>Name of assignment or project: _____</p> <p>Year: _____</p> <p>Location: _____</p> <p>Client: _____</p> <p>Main project features: _____</p> <p>Positions held: _____</p> <p>Activities performed: _____</p>
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13. Certification:

I, the undersigned, certify that to the best of my knowledge and belief, this CV correctly describes myself, my qualifications, and my experience. I understand that any wilful misstatement described herein may lead to my disqualification or dismissal, if engaged.

_____ Date: _____

[Signature of staff member or authorized representative of the staff] Day/Month/Year

Full name of authorized representative: _____



SECTION 7: PROPOSED AGREEMENT

PROPOSED AGREEMENT WILL BE ISSUED AT A LATER DATE



SECTION 8: REPORT OF THE SIM WORKING GROUP COMMITTEE

REPORT OF THE WORKING GROUP ON REGISTRATION OF PREPAID SUBSCRIBER IDENTITY MODULE (SIM) CARDS SUBSCRIBERS

1.0. INTRODUCTION

Mobile cellular phones have been useful and convenient tools in this Information Age. While mobile cellular phones have brought increased opportunities and innovations in the way we communicate and conduct business, **some users** have also taken advantage of this modern technology to commit crimes and carry out anti-social acts.

As a part of an ongoing security review by the government to boost security, the Nigerian Communications Commission (NCC), the Regulatory Authority for telecommunications in Nigeria, considered it exigent to work closely with all stakeholders and collaborating agencies, chiefly the network operators and Security Agencies to work out practical regulatory controls that will be implemented.

In that perspective, the Commission, in accordance with the relevant section of the enabling Nigerian Communications Act (NCA), 2003 and in her usual practice of consensus building in arriving at major decisions that will have impact on the industry, organized a Consultative Meeting on July 17, 2008 with stakeholders who will assist in shaping the course of plans that will preserve GSM services as a veritable tool of social and economic development, and growth.

2.0. CONSULTATIVE MEETING

The Commission had contemplated requiring operators who issue prepaid Subscriber Identity Module (SIM) Cards to register these SIMs both for existing and prospective subscribers. The Commission also received complaints from Security Agencies expressing concern about the use of mobile phones to commit crimes and the difficulty in tracking down the perpetrators who take advantage of unregistered SIM Cards and exploit the anonymity to avoid detection. These culminating factors set the stage for the Consultative Meeting (“the Meeting”) held with stakeholders on July 17, 2008, at the Commission’s Head Office in Abuja.

The Meeting was attended by representatives of more than sixteen network operators including the major Mobile operators; also in attendance were relevant Government Data Management/retention Agencies, representatives of SIM Card Dealers, representatives from the Presidency, as well as, the Office of the National Security Adviser and the Nigerian Police. A cross section of the Media was also represented.

The objectives of the meeting were to discuss:

- The need for the registration of SIM Cards by prepaid subscribers.
- The methodology of carrying out the registration, both for new and current subscribers.

Discussions at the Meeting were keenly contributed to by representatives of the various network operators present, and the following consensus reached:

- Current realities about state of security in the country have necessitated registration of prepaid SIM Cards.
- Registration would help operators improve Customer care and provide access to demographics details.



- There is need for the creation of a centralized data base on the operators' network, with access to the information on the data base to Security Agencies.
- The modality for registration need to be properly and carefully articulated.
- Definite time frame would be set when operators will be required to ensure compliance in recording details of all prepaid SIM Cards users.
- All the operators represented agreed that the exercise can be carried out with positive results achieved.

The Challenges, though surmountable, that were highlighted towards a successful registration of prepaid SIM Cards users include:

- Non existence of National Identification for greater majority of the Nigerian populace.
- Cost of implementing the registration, which would require operators to procure data registration equipment.
- Logistics challenge with regard to registering subscribers in the rural areas and users under the age of eighteen (18).

To set the stage for the next step, a Working Group was constituted at the Meeting, and mandated with the following Terms of Reference:

- i. To articulate modalities for the registration of prepaid SIM Cards subscribers.
- ii. To draw up the time frame for the registration.

Membership of the Working Group was drawn from the mobile operators, fixed line and fixed wireless operators, Security Agencies, Lawyers, SIM Cards Dealers, Consumer Advocacy Group, National Population Commission, National Identity Management Commission (NIMC), INEC, the Media, and the Nigerian Communications Commission.

The Working Group was granted one month from the date of their first meeting to submit a report.

3.0. INAUGURATION OF THE WORKING GROUP ON PREPAID SIM CARDS REGISTRATION

The Working Group, as constituted, was inaugurated on August 5, 2008 by the Executive Vice Chairman/CEO of the Nigerian Communications Commission, Engr. Ernest C. A. Ndukwe, OFR. The first meeting of the Group commenced shortly after the Inauguration.

3.1. MODUS OPERANDI

The Group, at its first meeting deliberated on the report of the Consultative Meeting and the Inaugural Address by the EVC and made a commitment to conduct the assignment in the overall national interest and resolved that members would make formal presentations at the next meeting addressing the Terms of Reference and other considerations deemed connected thereto. In fulfilment of that resolution, a total of nine (9) formal presentations were made by the network operators and collaborating Agencies. The presentations admitted as Working Documents (WD) and marked accordingly are read together with this Report. Other documents also admitted as additional working documents and marked accordingly include the Report of the Consultative Meeting held on July 17, 2008 and Inaugural Address by the Commission's Executive Vice Chairman/CEO. Members of the Working Group also paid a fact finding visit to National Identity Management Commission (NIMC), Abuja



Arising from the presentations, two technical sub-Working Groups were at various stages of the Working Group's deliberations constituted with specified mandate on modalities for implementation, timeframe to register existing and new subscribers, publicity and national awareness campaign model. The reports of the technical sub-Working Groups have been annexed into the principal report, as well as, admitted as working documents

4.0. PRESENTATIONS BY STAKEHOLDERS

Salient issues addressed by the presentations and comments elucidated are presented in this segment.

4.1. INDEPENDENT NATIONAL ELECTORAL COMMISSION (INEC) – WD/001

The presentation centred on exposition of various data capturing mechanisms and suggested options to be explored.

- **Manual Data Collection**

It is the mechanism used by INEC, prior to Year 2002 general election to register voters. Flaws encountered include, cumbersome process, provided window to under age and multiple registration. The challenges brought about the need for the Optical Mark Recognition (OMR) technology considered to be a more secured system.

- **Optical Mark Registration**

This is a technology that electronically extracts intended data from marked fields. Problems encountered by this mechanism used for the conduct of voters registration in Year 2002 was improper identification of data in some marked fields, resulting in wrong identification and capturing of data. Incorporation of photographs to match the corresponding biodata was introduced during a pilot scheme in the FCT. The result was not satisfactory due to mismatch of registrants photographs; proxy registration of images of passport photographs from calendars; registration of underage persons, etc.

- **Direct Data Capture (DDC) Technology**

This technology works by directly capturing data and biometric information and photographs of persons nationwide. With this technology, the INEC successfully captured 61 million voters across the country. Challenges posed by the use of that technology include malfunction of some of the machines and difficulty in the capture of finger prints due to technical reasons, insufficient back-up batteries, and multiple registration.

- **Real Time Automated Fingerprint Identification System (AFIS) Technology**

This technology was deployed in Year 2008. Its edge over the other mechanisms is the ability to check multiple registrations using finger print. This technology combines the features of the Intelligent Character Recognition (ICR), DDC and OMR technology. Persons who registered on more than one network would be detected. It also enables one single data base that can be shared across network, allocating to each network only the data required.

Suggested fields proposed by the presentation to be captured in the registration of pre-paid SIM Card subscribers are:

- i. Surname
- ii. Middle Name.
- iii. First Name.
- iv. Age/Date of Birth.
- v. Occupation.
- vi. Office/Home Address.
- vii. Postal Address.



- viii. Provider Name/Phone No. 1, 2, 3, 4, 5.
- ix. Other Provider/Phone No. 1, 2, 3, 4, 5
- x. Ten fingerprints
- xi. Photograph.

In conclusion, the paper submits that registration of prepaid SIM Cards subscribers would go a long way to address the inimical problems associated with crimes, though leaving a symptomatic challenge of using a commercial call centres and how to detect users who use those phones to commit crime, whereas the phone has been registered in the name of the call centre owner who has no identification about the user.

4.2. NATIONAL IDENTITY MANAGEMENT COMMISSION (NIMC) – WD/002

Giving a background of identity management in Nigeria, the paper highlighted that though the colonial era was devoid of any serious identity management, under contemporary era, there are legislation-induced multiple agency identity registration schemes to meet specific needs- e.g. INEC, NHIS, FIRS, FRSC; this has created; avoidable identity management problems such as;

- Several disparate, closed ID databases which maintain independent identity registration and verification for services rendered. The disparate data bases lack uniform standards and practices, with a strong focus on 'card issuance'.
- Strong focus on *issuance* of Identification Card;
- Stunted growth/development of sector;
- Issues with sustainability, reliability and acceptance.

NIMC disclosed that its mandate under the NIMC Act 2007 No. 23 provides amongst others for the:

- Establishment of the NIMC as the regulatory and institutional mechanism for effecting the reform;
 - Fast track the development of the identity sector in Nigeria;
 - Foster Uniform and standardized personal information management practices;
 - Enter into partnerships to develop national identity management infrastructure;
- Establish, own, operate, maintain and manage the National Identity Database in Nigeria (Section 14-17);
- Assign Unique National Identification Number to individuals (Section 5 (f)), Registration of persons covered by the Act and issuance of GMP Cards (Sections 16, 18);
- Mandatory usage of national ID number for transactions (Section 27);
- NIMC empowered to enter into relations to achieve its objective.
- Undertake data harmonization, administration and provide secure connectivity to existing systems (Section 5, (h)(i)(j)).

It further disclosed that NIMC has proposed a Public Private Partnership (PPP) funding model and would implement the PPP to shore up its funding; and is also working towards achieving a General Multipurpose Smart ID Card which would involve the use of one card for many applications such as health care, e-commerce, national registration, etc.

The paper acknowledged that the use of unregistered prepaid mobile phones to commit violent crimes and the difficulty in tracking down the perpetrators has created serious concerns to national security. It submits that implanting a reliable, verifiable and sustainable system of identification for all prepaid SIM Cards subscribers will go a long way in assisting industry regulators, operators, law enforcement agencies (LEAs) and the general public in combating these crimes and improve service delivery. The paper noted that such verifiable and sustainable system of identification is complex, expensive and susceptible to abuse. Key requirements enumerated for putting the system in place include component personnel, a verifiable registration process, adequate registration equipment, linkages to a reliable civil registry system, a uniform mechanism for determining identity of subscribers and access to reliable telecommunication services.



Key processes on the system would cover data sources, gathering, entry, validation, and exchange between operators, regulators and LEAs. Emphasis was also placed on the need for identifiable stakeholders such as NIMC, Telcos/Galaxy Backbone, and the NCC to collaborate to implement a verifiable system in the area of ID infrastructure platform, telecommunication linkages, and regulation and policy direction.

Challenges posed by the current regime of non registration of prepaid SIM Card subscribers are an increasing number of crimes being committed and cannot be traced for investigation by LEAs.

The NIMC presentation submits that initiating the scheme for registration of prepaid SIM cards subscribers presupposes the existence of verifiable and credible system of uniquely identifying subscribers at the time of the registration. It further assumes that the registration, though would greatly address the identified challenges, would be extremely costly, with the estimates ranging from between N600 to N2000 to register a subscriber, depending on the amortization period for the data registering machine. NIMC argued that the cost of data collection and operation for SIM registration would pose a severe toll on operators, with possible ripple effects of increase in cost of basic telecommunications services, slow down network expansion, reduce critical investment in network maintenance, and retard growth in the industry. The cost of back-end infrastructure was put at between N100 Million and N300 Million.

Implementation strategy advocated by NIMC for registration includes:

- Reuse of the expanded NIMC infrastructure which successfully supported the registration of 37 Million people within three months of mass National Identity card registration exercise.
- Develop communication links between NIMC, the LEAs, Operators, Regulator and the public.
- Reuse existing Operator owned and operated support centres, sale outlets and friendship centres as Registration Centres (RC).
- Add new RCs in local areas at the expense of NCC and operators; reuse existing 60,000 NIMC mobile registration units and offices nationwide.
- Set a six-month moratorium for existing subscribers and clearly specify National ID as requirement for registration.
- Set a cut off one year where no SIM card would be activated without registration.
- Set up mass sensitization, publicity and awareness.

- In conclusion, NIMC's focus are to:
 - Establish/manage national Identity database (with full DR infrastructure);
 - Harmonize existing ID databases in government; and
 - Commence issuance of GMP Cards and regulation of the Sector.

- Harmonization and establishment of the national identity database will
 - Help fight criminal activities
 - Facilitate intelligence work by law enforcement agencies;

The paper sensitized that the success of the registration of prepaid SIM Cards subscribers would not be a matter of technology only, but about organization of programmes, people management and continuous Government commitment to the exercise.

4.3. PIMAN (SIM Cards Dealers Representative) – WD/003

The representative of PIMAN made a presentation targeted towards providing a simple modality for the exercise. In the presentation, PIMAN enumerated some questions for consideration.

- (i) If an existing subscriber goes to a center for registration and activation, will it be free?
- (ii) What is the duration between the submission of data and activation?
- (iii) Can SIM Card registration be done by Proxy?
- (iv) In a situation where the data supplied is deemed not to be authentic, would the line be



- deactivated? Can a subscriber seek redress?
- (v) Can a subscriber with multiple lines register in one centre?
- (vi) In the event of loss or theft of SIM Card, what are the channels of lodging of complaints and the process of preventing misuse?
- (vii) Will the SIM cards still be available in the open market via the present distribution chain or will it be restricted to certain points of sales?
- (viii) What would be the requirement for registration for Commercial Phone Centres (Telecentres)?

On the method to be adopted for registration, it was suggested in the presentation that a registration form should be developed. (A flow chart of the registration form was attached) The method as proposed was aimed at the collection of biometric data like thumbprints and photographs through the following procedure:

- i. New SIM Cards be programmed to require central activation.
- ii. New and existing subscribers should go to nearest centre to activate SIM; relevant information is then collected at the centre
- iii. Collected data is input into WAN Terminal for immediate or batch authentication. Authentication should be done within a period of 24 hours.
- iv. Where the information has been authenticated the line is activated; where the information cannot be authenticated, a message should be sent to the SIM requesting for more information.

4. 4. EMERGING MARKETS TELECOMMUNICATION SERVICES LIMITED (ETISALAT) - WD/004

The representative of EMTS expressed support for the initiative of the Commission to register pre-paid SIM Cards. EMTS however cautioned that if not properly handled, the exercise will cause operators to deviate from their normal business operations and also adversely affect new entrants as subscribers may opt to stay on with incumbent operators to register their SIMs rather than move to the new entrants.

To ensure that a level playing field is maintained so that new entrants are not unduly disadvantaged, EMTS recommended that a two-year Phased Methodology be adopted with a view to:

- avoiding rushed implementation
- enabling stakeholders address all relevant issues e.g. implementation in rural areas, illiteracy registration, potential infringement of privacy laws etc.
- allow new entrants capture part of the market share
- rush by subscribers to register before the deadline

EMTS also recommended that since the primary purpose of the SIM Cards registration is the prevention of crime (a critical national security issue) and since operators are currently saddled with several financial obligation, the cost of the project should be borne by government with support from operators as responsible corporate citizens.

EMTS highlighted the potential impact the exercise will have on network operators especially on new entrants, like EMTS, in the market, and further stressed the need to balance security against commercial interest.

The Chairman sought to know what costs they were referring to. EMTS in reply stated that there must be costs to be incurred from the roll out of new call centres and creation of new registration centres.

A member cautioned that costs might lead to discarding of mobile phones by subscribers using multiple networks which in turn will affect the operators' subscriber base and lead to loss of revenue; such care must be taken when charging for activation.

4.5. CONSUMER AWARENESS ORGANIZATION – (Representative of Consumer Advocacy Groups) - WD/005



The Consumer Advocacy Groups (CAO) share the views of other stakeholders on the necessity and desirability of registration of prepaid SIM Card Subscribers in Nigeria. The Organization acknowledged that the anonymity of prepaid SIM Cards is exploited by unscrupulous elements to perpetrate crimes.

CAO advocated that in order to produce a workable system, the interest of all stakeholders must be taken into account and balanced. The paper identified the main stakeholders as follows:

- Operators i.e. Service Providers.
- Consumers - as the potential victims of the cost of implementation of the scheme.
- The Law Enforcement Agencies - who bear the burden of detection, prevention and prosecution of crimes?
- The Regulatory Authority i. e. NCC.
- Government as the custodian of the national economy.

CAO expressed that, though the concerns about privacy can be appreciated, there is no cogent evidence to show that other systems such as the Banks, Insurance, NIMC, etc that record basic personal information about their customers have experienced much problems. The presentation cited a few statutory authorities that require mandatory disclosure of basic personal information; these include: the Advance Fee Fraud and Other Related Offences (s.12); National Identity Management Commission (NIMC Act); the Nigerian Communications (NCA 2003) and some regulations made pursuant to the Act. Emphasis should be on prevention of misuse of collected data.

CAO proposed a period of six (6) months as timeframe to register existing subscribers, while registration of new subscribers should be at the time of purchase. It noted that a longer period may encourage a carefree attitude.

The organization suggested fields to be captured in the form are: Name, Address, Date of Birth, Place of Birth, Gender, Occupation, National Identity No., photograph and signature or thumbprint. The presentation however holds the view that thumb or finger prints may not be necessary as it would make the system unnecessarily cumbersome.

The paper proposed cost effective measures of implementing the registration as follows:

- Collaboration and linkages between service providers and relevant agencies.
- Data sharing and /or cross references among service providers.
- Office/Infrastructure sharing by service providers.

In conclusion, the paper submits that the proposed registration should be seen as reasonable compromise and enjoined the stakeholders to spare no efforts to ensure the success of the scheme.

4.6. GLOBACOM NIGERIA LIMITED – WD/006

In its presentation, Globacom reiterated the need for registration of Pre-paid SIM Cards for security considerations but submitted that if the registration process is not handled properly it may erode the economic gains enjoyed so far by the country and that the registration may be seen by some as means of interfering with personal security.

Globacom indicated that the use of means of identification such as Driver's Licence, National Identity Card and Voters Registration Cards, for the SIM Cards registration exercise has its challenges due to age restrictions applicable to those means of identification, and the fact that incidence of forgery and multiple registrations are prevalent. The representative of Globacom said that national population registration exercise which would have been the preferred means had its shortcomings, as most Nigerians do not have the registration slip.

On the modality to be used for the registration, Globacom opined that it must be simple, cater for all age groups and classes of Nigerians. Accordingly, it was suggested that the National Identity Card project has



the potential to provide acceptable data for the SIM Cards registration but that it must first be: decentralised, made simple and available to all citizens above 10 years, free and easily accessible.

Globacom expressed readiness to register existing subscribers between a period of 6 – 12 months while populating its MISDN with name and address will take 6 months and thereafter be on a continuous basis. It was also stated that getting SIM Cards out of the streets will take 6 months and 1 month will be required for reprogramming. On the whole, a 10 month period for commencement was suggested by Globacom.

The above notwithstanding, Globacom identified some grey areas in the registration of corporate users, expatriates and African immigrants. It was suggested that as a way out, residency identity cards such as the ones used in other jurisdictions like the United States should be introduced and used for non-Nigerians.

GLO was of the opinion that since the national identity card contains all the necessary information all that is left is for the operators to populate its ISDN feed with the information given to them by their customers.

In conclusion, Globacom maintained that there should be no central data-base, rather, that such data should be kept by each operator and given to security agencies on valid request.

4.7. ZAIN - WD/007

Zain reviewed the current legal/regulatory position. It stated that the 1999 Constitution of the Federal Republic of Nigeria protects the right of Nigerians to private telephone conversations although derogation of that right is allowed if reasonably justified.

Zain maintained that the Nigerian Communications Act 2003 requires operators to cooperate with security agencies but that the Act does not require operators to collect personal information on pre-paid subscriber. It suggested that there was a need for a regulation or guidelines by the Regulator which will provide for issues such as implementation mechanism, rules for data sharing, cost etc.

On the matter of authentication of information, Zain was of the opinion that for reasons of cost, time and convenience, the National ID Card database was the most suitable for the project.

The presentation by Zain on procedure and timelines for registration suggested a two phased implementation plan to cater for existing and new subscribers. While the registration of new subscribers will commence upon enactment of relevant regulations, existing subscribers will be registered over a two-year period. Zain stated that for existing subscribers in urban areas, providing the required information (name, residential address, sex, and date/place of birth) could be at shops/contact centres and by electronic means (SMS and email), while for rural dwellers shops/contact centres should be used as well as special (assisted) registration points at schools, Local Government Areas, etc.

To ensure the success of the registration process, Zain said that the Commission should conduct aggressive publicity on the registration regime highlighting benefits and emphasizing consequences. Operators should also support the publicity efforts of the Commission.

On the documentation process, Zain said that all forms and templates/procedures to be used for the exercise should be standardized.

4.8. MTN NIGERIA LIMITED – WD/008

The presentation by MTN focused on the overriding issues of ensuring a customer friendly registration exercise, minimal disruption to normal business and process of operators, competence and capacity of operators to handle the exercise, and duration of the registration.

MTN was of the opinion that if a short period for registration was to be adopted, it will pose serious challenges in the implementation experienced by all stakeholders, including customers, operators and the



Government. MTN suggested that operators should be responsible for basic data capture while detailed data capture involving the collection of biometric data, etc should be within the purview of the NIMC or other pertinent agency. It proposed that the national identity card should not be the only means of identification, and suggested the use of other forms of identification such as the Driver's licence and International e-Passport.

MTN suggested a 2 to 3 years gradual data capture for existing customers, stating it could be done by number basis e.g. registration of '0803' numbers followed by '0806' numbers, MTN further emphasised that it should be done at the convenience of the subscribers. MTN further pointed out the need to address issues of loss and misplacement. MTN was of the opinion that presentation of any valid identification is prima facie proof of identification as required by law which does not require further recourse to any third party. MTN also highlighted certain key grey areas that would require resolution to facilitate a smooth implementation process.

In conclusion, MTN advocated for a win-win solution that would be customer friendly, Operator friendly and stakeholder friendly.

4.9. SECURITY AGENCIES – WD/009

The Security Agencies informed the meeting that from the various presentations, all areas have been covered, stating that in the security parlance, nothing is impossible, and that long before SIM Cards came up there had been attempts to address the security issues. The Agencies further stated that they were not coming up with absolute solution to the problem of security in Nigeria, but their position could help in arriving at a solution, and curtailing some aspects of criminality in the country.

The representative further informed the meeting that several security agencies had met and came up with a consensus position as follows:

1. The Security Services fully agreed with the implementation of the exercise.
2. The exercise should take place with minimum inconvenience to Nigerians and non-Nigerians, the operators and the customers
3. Existing method of sale of SIM Cards should remain, while registration should take place at the Dealer's shop.
4. Centralised data base to be hosted and manned by the Nigerian Communication Commission to be used for cross referencing by operators.
5. Operators to keep call logs for at least 6 months.
6. Nominal subscriber information, as well as, call content and call data should be available on request.
7. Response to request by operators should be timely.
8. All information to be supplied on hard or soft copy or both as may be required.
9. Loss of SIM Cards should be reported to the network provider immediately for deactivation and then to the police for records.
10. Anonymous Caller ID facilities on mobile phones should be disabled by all network operators.
11. Nominal information to be contained in registration form should contain the following:



- a) Full names of subscriber
- b) Date of birth
- c) Sex
- d) Permanent address, (P.O Box not included)
- e) Recent passport photograph
- f) Right hand thumb print
- g) The above information (numbers a to f) is compulsory, but any of the following can be submitted after citing the original copy:
 - i) Photocopy of International Passport
 - ii) Photocopy of Drivers License
 - iii) Copy of National Identity Card/Acknowledgement slip.
 - iv) Photocopy of student Identity Card duly signed by the Registrar of the University
 - v) For rural dwellers, letter from any of the following:
 - a) Local Government Chairman
 - b) Pastor/Priest
 - c) Imam and
 - d) A Village Head.

12. Time frame

The Security Agencies proposed a 6-month time frame for existing subscribers, stating that existing subscribers who fail to register within the stipulated period should be deactivated and for the new subscribers, as soon as the report is accepted.

4.10. **INTERCELLULAR NIGERIA LIMITED**

Although no formal presentation was made by Intercellular Nigeria Limited, the representative of CDMA Operators on the Working Group, it presented specimen of forms for basic information required from their customers at the time of signing-on on their network. The Operator stated that by demanding hard copy of subscriber information it will leave operators with a lot of paper work, storage as well as retrieval challenge. On that note, it suggested the use of automated system as used in other countries such as the U.S.A, on the grounds that it is faster and more convenient. The Operator also supported the use of National ID Card as a registration requirement.

5.0. **MODALITIES**

The modalities proposed by the stakeholders are presented below.

- a) The registration exercise should be **simple** to ensure that the exercise achieves the purpose of having prepaid SIM Card subscribers' data records available without also compromising the benefit of the industry and other stakeholders, and without eluding the gains of easy accessibility to telephone services.



- b) Reuse of the expanded National Identity Management Commission (NIMC) infrastructure which successfully supported the registration of 37 Million people within three months of mass National Identity card registration exercise.
- c) Develop communication links between NIMC and the Law Enforcement Agencies (LEAs), or any other database of any acceptable means of identification for registration.
- d) Collaboration and linkages between service providers and relevant agencies.
- e) Reuse existing Operator owned and operated support centres, sale outlets and friendship centres as registration points for the SIM Cards.
- f) Offices and shops of Dealers, their sub-dealers and sales representatives across the country would be used as centres for data collection.
- g) Acceptable means of identification for the SIM registration are:
 - National ID Card issued by NIMC/acknowledgement slip.
 - International Passport.
 - Drivers Licence.
 - Students Identity Card (valid only for registration within six months of the exercise). Six months was considered ample time for a Student to register for National ID Card.
 - Government work place issued Identity Card including Local Governments work place).
 - Letter from a Pastor/Priest, Imam, incumbent Local Government Chairman accompanied with any of the above listed top three means of identification.
- i) Registration should take care of all persons and all subscribers; all classes of Nigerians (i.e. physically challenged, Artisans, Aged, Normads, etc.), and allow for formal grouping (such as Co-operatives, Unions, Town Groups, Religious Groups, etc numbering more than 50 persons).
- j) Registration forms and templates should contain uniform minimal information across the networks. The operators are however free to enhance their forms.
- k) Registration should be customer friendly, and with minimal disruption to normal business processes and activities of the Operators.
- l) Consideration for new market entrants - new SIM Cards would be registered on activation.

6.0. TIMEFRAME

A tabular synopsis of proposed timeframe extracted from the presentations made by members of the Working Group is presented below:

Organization	Existing Subscribers	New Subscribers
WD1. INEC	Not Applicable	Not Applicable
WD2. NIMC	6 months moratorium period for existing SIM Card subscribers while infrastructure is being put in place so that people could obtain the National ID Card	A cut off of 1 year where no new SIM can be activated without registration
WD3. PIMAN	Not indicated	Within 24 hours of purchase of SIM Card
WD4. EMTS	2 year period	2 year period.
WD5. Consumer Awareness Organization	6 months (longer period may encourage a carefree attitude)	At the time of purchase



WD6. Globacom Limited	6 – 12 months, based on NIMC readiness	10 months
WD7. ZAIN	2 years	Upon enactment of regulation.
WD8. MTN	2 – 3 years (gradual data capture).	Compulsory at start off.
WD9. Security Services	6 months. Existing subscribers who fail to register within the stipulated period should be deactivated.	As soon as the Working Group's Report is accepted.

7.0. GREY AREAS/ISSUES

Grey areas identified from presentations made and the suggested solutions are presented in the table below.

S/N	ISSUES	SUGGESTED SOLUTIONS
1	Access to means of identification by all Nigerians	NIMC to open offices in all Local Government Areas to make access to ID Cards easy.
2	Standard Basic Information required	The standard basic information for registration include: i) Name (as in the identification); ii) Current residential address; iii) Sex (Male or Female); iv) ID Type. However, operators may include additional information of interest.
3.	Registration by proxy	Registration by Proxy would be permitted, with a caveat that the Principal will take full responsibility for any misuse of the registered number. The Proxy will also be required to state the basic information as in 2 above.
4.	Non-Nationals/Non-Residents	Non-Nationals are to be registered with International Passport, and would also provide residential address abroad and address in Nigeria. Non-Residents are to be registered with International Passport. They would also be allowed proxy registration. ECOWAS Passport, but holders should provide residential address abroad (in country of origin). Non residents without International Passport should register by proxy.
5.	Multiple ownership of SIMs	All SIM cards owned by a subscriber shall be registered.
6.	Loss/Misplacement of SIM	On a loss of SIM Card, the user shall: i) Promptly report the loss/theft to the service provider for deactivation, ii) Be encouraged by the operator to report to the Police for record purposes. To recover a lost SIM Card the user shall produce identification for registration.
7.	Corporate Users	Corporate Organizations would be allowed to register upon presentation of a letter duly signed by recognized authority and written on the Organization's letter head. CEOs will also be held liable for the misuse of numbers by their staff.



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|-----|---|--|
| 8. | Verification of Data | All original documents used for registration must be sighted by the network operator. The network operator should photocopy the documents sighted and retain same. |
| 9. | Database of Subscribers | All operators will maintain own data base and provide basic data as may be required in accordance with the Law. |
| 10. | Socially disadvantaged/illiterates, homeless, rural dwellers, etc | This category of subscribers could be registered by proxy. |
| 11. | Physically challenged & the Elderly | Could be registered as proxy. |
| 12. | Commercial Phone Centers | This category of users would be classified as Telecenter Operators, while the owners would be allowed to register the numbers by proxy. The Telecentre operators should be educated on the need to use their best endeavours to prevent crime. |
| 13. | Cost | Operators are to bear the cost of registration. |
| 14. | Refugees | To be registered by proxy |
| 15. | Roaming subscribers | Subscribers to provide roaming numbers and hosting operator data on entering into the country. |

8.0. PUBLICITY

The stakeholders were unanimous that to ensure wide participation of the public in the proposed registration of prepaid SIM Cards subscribers, ample and sustained publicity and sensitization about the registration need to be put in place before the commencement date. In that regard, roles for publicity and parties to play the roles were identified, as indicated below.

8.1. Operators

- a) To inform all subscribers on their networks about the imminent registration via SMS, before the commencement of the exercise.
- b) To use all other means, subject to limitations on promotion, to mobilize their subscribers to participate.
- c) Upon commencement, fresh SMS should be sent to subscribers indicating the start date and end date for the exercise, and the consequence of not registering within the stipulated period.

Dealers - Operators should also sensitize their subscribers through their Distributor channels.

8.2. Government

Publicity roles were identified for various government agencies as follows:

- a) National Identity Management Commission (NIMC) - to sensitize the public on National Identity Card registration.
- b) Nigerian Communications Commission (NCC) - to sensitize the public on SIM Card registration. The Commission should also use other available mechanisms, including Consumer Advocacy Groups, consumer outreach programmes, Consumer Parliament, etc to sensitize the public about the registration.
- c) Ministry of Information and Communication - to sensitize the public on National ID Card and SIM Card registration.

8.3. Consumer Advocacy Groups



8.4. The Media

9.0. STAKEHOLDERS AND THEIR RESPONSIBILITIES

Identified as major stakeholders to the exercise and their responsibilities towards ensuring the success of the registration are:

9.1. Nigerian Communications Commission

- a) To coordinate and ensure implementation of the exercise
- a) Publicity/sensitization
- b) Compliance monitoring
- c) Registration Specification
- d) Definition of schedule (timelines)
- e) Imposition of sanctions to Operators for non compliance.

9.2. Operators

- a) Registration of SIM Cards
- b) Publicity.
- c) Continue to provide support to Law Enforcement Agencies, that is, to make available any record of any subscriber to LEAs upon request following the appropriate laid down procedure.

9.3. National Identity Management Commission (NIMC)

- a) To carry out ID Card registration that would capture biometrics and biodata of all citizens and residents in Nigeria
- b) Provide information to LEAs and operators, for needed verification.

9.4. Other Government Agencies

Other government Agencies whose form of identification is acceptable for the SIM Card registration exercise should ensure that their documents are well secured.

9.5. Subscribers

- a) To present themselves for registration with all relevant documents
- b) To cooperate with registration officials.

9.6. Law Enforcement Agencies

To ensure the success of the exercise.

10.0. RECOMMENDATIONS

The Working Group hereby recommends as follows:

10.1 Modalities

- a) That the registration exercise should be compulsory, simple, stakeholder friendly, with minimal disruptions to the operations of the network operators to ensure mobile telecommunications services remain a tool for social and economic development and that the exercise achieves the



- purpose of having prepaid SIM Card subscribers' data records available without eluding the gains of easy accessibility to telephone services.
- b) Upon the acceptance of the Report of the Working Group by the relevant authority, the Commission would give fourteen (14) days formal notification of the registration and the registration specifications to the operators before public announcement of date of commencement.
 - c) The Commission would make public announcement of the commencement of the registration with all other relevant information.
 - d) Operators would roll out sustained publicity and sensitization about the registration to their subscribers through SMS, bill boards, electronic and print media, distribution channels, etc. The sensitization would however continue throughout the duration of the registration.

That all other solutions proffered under 5.0. above be also adopted as modalities for the registration.

10.2. **Time Frame**

Proposed time frame for the registration of existing and new subscribers would be as indicated below.

a) **Existing Subscribers**

The time frame for registration of existing prepaid subscribers shall be six (6) months. All prepaid SIM Cards subscribers would register within the stipulated six months period from the date of commencement of the registration exercise.

b) **New Subscribers**

The registration of new SIM Cards or new subscribers would continue while the network operator subsists and as long as the operator sells new SIM Cards.

c) **Commencement**

i) The indicative date proposed for the commencement of registration of all existing and new prepaid SIM Card subscribers shall be January 5, 2009. The registration shall end on July 5, 2009 for all existing subscribers, while new SIM Cards would continue to be registered as long as the network operator subsists.

ii) Any existing subscriber that fails to register within the six months period shall be placed on "receive only" and with a voice message to go and register, that is, the subscriber would only receive calls but would be unable to make calls from personal number. The "receive only" penalty, rather than deactivation, was opted for to avoid degradation of quality of service which was technically advised would be the effect of deactivation.

iii) As a rider to the penalty, the operators should, one month to the end of the registration, send SMS to all the subscribers on their networks that have not been registered to state that subscribers who fail to register within the six months registration period would be partially disconnected.

11.0. **CONCLUSION**



The Working Group has within the stipulated time fully discharged its mandate to articulate modalities for the registration of prepaid SIM Cards Subscribers, and to draw up time frame for the registration. The Group in its deliberations took into consideration all workable options that would ensure a smooth and successful registration and has compiled them in the report.

Members of the Working Group believe that this noble initiative of the Commission would serve to consolidate the gains of the phenomenal growth in the telecommunication industry and the use of mobile phones. The Members consider themselves highly privileged to have been called upon and appreciate the Management of the Commission for the opportunity given them to serve and to play a pivotal role towards preparing a blue print for the Registration of Prepaid SIM Cards Subscribers in Nigeria.

Signature

The Report of the Working Group is signed on behalf of the Members by the Chairman and the Secretary

Steven Andzenge, MON
Chairman

Helen Obi
Member/Secretary



SECTION 9: TENTATIVE NCC IMPLEMENTATION PLAN

**Timeline
SIM Registration Program**

S/n	Description of Activities	Timeline (Weeks)															
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
1	Market Assessment Documentation of Execution modalities Preparation of Tender documents	→															
2	Invitation to submit proposals (RFP) including submission deadlines	→	→														
3	Opening and evaluation of RFP including negotiations and submission of Financial Report		→	→													
4	Confirmation of PPP Partner Selection and NCC confirmation			→	→												
5	Review Roll out plan with selected Partner (Detailed implementation work plan)				→	→	→										
6	Contract formalities			→	→												
7	Partner implementation				→	→	→	→	→	→	→	→					
8	Testing and commissioning											→	→	→			
9	Launching and commencement of registration															→	→