

بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ



Ministry of Homeland Security, Labour and Technology
Republic of Maldives

**DIGITAL MALDIVES FOR ADAPTATION, DECENTRALIZATION AND
DIVERSIFICATION (D'MADD) PROJECT
P177040**

TERMS OF REFERENCE

for

**Hiring a Consultant for TA to Draft a Civil Registration, Vital Statistics
and Identification (CRVSID) Bill-National**

Reference No:

MV-MoECCT-DMADD-560340-CS-QCBS

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1. INTRODUCTION

The Digital Maldives for Adaptation, Decentralization and Diversification (D'MADD) Project (P177040) aims to support the Maldives' digital transformation. The project is funded by a World Bank grant and implemented by the Ministry of Homeland Security, Labour and Technology (MoHSLT). Key stakeholders include the Maldives Digital Service (MDS), the Communications Authority of Maldives (CAM), the Department of National Registration (DNR), and the Ministry of Climate Change, Environment and Energy (MoCCEE).

The Project aims to enhance the enabling environment for the digital economy in the Maldives, improve identification for in-person and remote service delivery, and leverage data and analytics for green, resilient, and inclusive development. It is designed around three components, and the proposed activities are conceived following the country's priorities and funding needs in the medium term. The components are as follows:

Component 1: Enabling environment for improved digital connectivity and competitiveness.

- 1.1. Improving regulatory frameworks, oversight, and enforcement for a competitive broadband market
- 1.2. Empowering public institutions for digital transformation in Government

Component 2: Digital identification for improved online and in-person service delivery.

- 2.1. Legal and institutional enablers and safeguards for secure data and identity management
- 2.2. Modernizing the foundational ID system and credential
- 2.3. Strengthening the digital authentication ecosystem

Component 3: Digital technologies and data platform for climate resilience

- 3.1. Establishing a climate data platform
- 3.2. Leveraging digital technologies and tools for climate adaptation
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2. BACKGROUND

The MoHSLT is seeking the services of a national consultancy/ legal firm to provide expert assistance in developing a comprehensive Civil Registration (CR), Vital Statistics (CS) and Identification Bill. This bill aims to establish a robust legal framework governing the provision of civil registration, vital statistics, and national identification credentials and services. These functions and services are already being provided by a diverse set of stakeholders, including civil registration, vital statistics, and the DNR, which is responsible for the national identification system. However, a comprehensive legal framework to govern these functions and services is yet to be established.

As the MoHSLT aims to align its identification ecosystem with global best practices and country needs, including in the context of rapid digitalization, it recognizes the need for specialized expertise and a global perspective. Accordingly, the MoHSLT requires the services of a firm to support the Ministry in preparing the supporting legal framework, based on international best practices, for the CRVSID System to undertake the tasks and deliver the deliverables contemplated in the Terms of Reference (TOR).

The chosen firm will collaborate closely with the MoHSLT, DNR, and other relevant stakeholders to design and draft the bill, ensuring compliance with national policies, legal requirements, and international standards. The firm's expertise will be crucial in addressing the complexities of Universal Civil Registration, Legal Identity for All, Accurate and Reliable Vital Statistics, Data Protection and Privacy Safeguards, Institutional Roles and Governance, Digitalization and Interoperability, Accessibility and Service Delivery, and Appeals, Corrections, and Redress. This opportunity allows the selected consultancy firm to contribute to establishing a robust legal framework that aligns with International Standards, such as United Nations guidelines on CRVS¹, World Health Organization standards on vital statistics², and the Principles on Identification for Sustainable Development³, and support the achievement of SDG Target 16.9: “Legal identity for all.”

3. OBJECTIVE

The objective of the consultancy is to provide technical and legal expertise and draft a comprehensive Civil Registration, Vital Statistics and Identification (CRVS & ID) Bill that establishes a coherent, rights-based, and digitally enabled legal framework ensuring

¹ <https://desapublications.un.org/publications/guidelines-legislative-framework-civil-registration-vital-statistics-and-identity>; <https://unstats.un.org/unsd/demographic-social/standards-and-methods/files/Handbooks/crvs/crvs-mgt-E.pdf>

² https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/CRVS/M19Rev3-E.pdf

³ <https://www.idprinciples.org/>

universal and compulsory registration of vital events, provision of secure and reliable legal identity for all persons, issuance and management of unique identification numbers and credentials, protection of personal data and privacy, clear institutional roles and governance mechanisms, interoperability across government systems, and the production of accurate and timely vital statistics in alignment with national development priorities and international standards. The Bill is, *inter alia*, intended to establish a framework that assures that personal information processed to support CR, VS, and identification functions is safe and secure, and that identity verification and authentication follow a consent-driven approach. To this end, the Bill should enable seamless, secure, and consent-driven data sharing across the CRVS-ID ecosystem, including between CR and ID systems, for the production of vital statistics, and to enable identity verification and authentication for public and private sector entities.

4. SCOPE OF WORK AND ACTIVITIES

The scope of work shall include conducting a comprehensive review of existing laws, regulations, policies, and institutional mandates related to civil registration, vital statistics, and national identification; undertaking stakeholder consultations with relevant ministries, agencies, and key partners; assessing gaps against international standards and best practices promoted by the United Nations, the World Health Organization, and the World Bank; preparing a detailed legal gap analysis and drafting instructions; developing the full CRVS & ID Bill with clear provisions on governance, universal registration, unique identification number management, data protection, digital registration, interoperability, enforcement, and grievance redress mechanisms; facilitating validation workshops; revising the draft based on stakeholder feedback; and submitting the finalized Bill together with a Dhivehi translation and implementation recommendations. The drafting of the Bill should be undertaken in close collaboration with MoHSLT and DNR, and should be informed by regular consultations with a wide range of stakeholders, the Ministry of Health, Family and Welfare, Health Facilities, Local Government Authority, Local Councils, Department of Judicial Administration, and the Maldives Bureau of Statistics.

The following scope of work outlines, in general, the activities and responsibilities expected from the Consultant to successfully achieve the stated deliverables in Section 5.

Pre-drafting Phase (Research and Planning)

- 4.1. A comprehensive work plan for drafting the CRVS & ID Bill.
- 4.2. Conduct a comprehensive analysis of the Maldives' existing legal and regulatory frameworks related to civil registration and e-governance, such as the Electronic Transactions Act (Law 2/2022), the Draft Data Protection Bill, the Draft Digital Identity Bill and other relevant international regulations, the views of significant

stakeholders and conduct such other necessary due diligence concerning the drafting of the CRVS & ID Bill;

- 4.3. Review international legal frameworks and case studies of countries successfully implementing CRVS & ID legislation.

Initial Drafting Phase

- 4.4. Identify the significant components of the Bill, such as but not limited to the following aspects:

- Institutional Framework and Governance
- Civil Registration Protocols
- Identity Management & The Unique Personal Identifier (UPI)
- Vital Statistics Generation
- Data Privacy, Protection, and Security.
- Interoperability / Data Sharing Across the CRVS-ID Ecosystem

- 4.5. Stakeholder engagement workshop (In-person): Consult with the key stakeholders, including government agencies, civil society organizations, legal experts, and technology professionals, to gather input and requirements for the Bill.

- 4.6. Draft the Bill's initial version based on feedback from the relevant stakeholders and findings from the stakeholder consultation workshop.

Public Consultation and Review Phase

- 4.7. Support MoHSLT and DNR in conducting a public consultation workshop (In-person) for a broader audience with government and non-governmental stakeholders in the Maldives on the draft Bill.

- 4.8. Review public feedback and comments and compile a review report

Final Draft and Legal Review Phase

- 4.9. Based on the comments received from the public consultation process, prepare the Bill's final draft in English, which should then be translated into Dhivehi.

- 4.10. Provide advice on any issues that may be apparent in existing “enabling” legislation, as well as explanatory notes and recommendations for implementation.

5. DELIVERABLES AND TIMELINE

Based on the above-described general scope of work for this assignment, in close coordination with D'MADD project's Project Management Unit (the PMU) and MoHSLT, the Consultant shall be responsible for delivering the below outputs:

DELIVERABLES	DURATION (CALENDAR DAYS)
Pre-drafting Phase (Research and Planning) • A comprehensive work plan for drafting the CRVS & ID Bill • Analysis report of existing legal and regulatory frameworks related to CRVS & ID and e-governance in the Maldives. • Review report of the international legal frameworks and case studies of countries successfully implementing CRVS & ID legislation.	20
Initial Drafting Phase • In-person stakeholder engagement workshop • Analysis report on consultations with key stakeholders, including government agencies, civil society organizations, legal experts, and technology professionals, to gather input and requirements for the Bill • Initial draft of the bill with key components	40
Final Public Consultation and Review Phase • In-person public consultation workshop review report on the bill • The bill's final draft incorporating public consultation feedback	30
Final Draft and Legal Review Phase • The bill's final draft in English • The bill's final draft in Dhivehi (translation of the English version) • Recommendations for implementation	30
Total Duration	120 days

6. PAYMENT SCHEDULE

Payment will be made to the consultant after the completion of each deliverable, conditional upon the MoHSLT and MDS's approval.

DELIVERABLES	PERCENTAGE OF PAYMENT (%)
• A comprehensive work plan for drafting the CRVS & ID Bill • Analysis report of existing legal and regulatory frameworks related to CRVS & ID and e-governance in the Maldives. • Review report of the international legal frameworks and case studies of countries successfully implementing CRVS & ID legislation.	30
• In-person stakeholder consultation workshop • Analysis report on consultations with key stakeholders, including government agencies, civil society organizations, legal experts, and technology professionals, to gather input and requirements for the Bill • Initial draft of the bill with key components	25
• Public consultations review report on the Bill • The bill's second draft incorporating public consultation feedback	20
• The bill's final draft in English • The bill's final draft in Dhivehi (translation of the English version) • Recommendations for implementation	25
Total %	100

The selected firm shall be entitled to an advance payment of 10% of the total contract amount. This payment will be made upon the signing of the contract and submission of an advance payment guarantee. The advance payment guarantee must be issued by a reputable bank and be acceptable to the World Bank. The advance payment must be claimed within 45 days from the date of contract signing. The advance payment will be deducted from subsequent payments as per the payment schedule outlined in this contract.

7. INTELLECTUAL PROPERTY

All information of this project (documentary, audio, digital, cyber, project documents, etc.) belonging to the client (the MoHSLT), which the consultant may come into contact within the performance of his/her duties under this consultancy shall remain the property of the client who shall have exclusive rights over their use. Except for purposes of this assignment, the information shall not be disclosed to the public nor used in whatever manner without the Client's written permission in line with the national and International Copyright Laws applicable. All the material used in the project should be provided to the client with copyrights cleared.

8. INSTITUTIONAL ARRANGEMENTS, REPORTING AND SUPERVISION

- 8.1. The consultant will work under the guidance and direction of the MoHSLT, and the D'MADD PMU will coordinate the assignment.
- 8.2. If applicable, the key experts must be able to travel to the Maldives, where physical presence is needed, and this will be agreed upon with adequate time.
- 8.3. Unless approved and agreed by the D'MADD PMU, the consultant shall not directly communicate, obtain, or share any documentation with any other party except MoHSLT.
- 8.4. The consultant shall regularly report to the Project Manager of the D'MADD Project PMU and MoHSLT on the status of the assignment. The consultant will work at a location agreed with the PMU and must participate in all relevant meetings.
- 8.5. All documents/ reports shall be submitted as stipulated in the deliverables. They will be submitted as drafts, and upon review by the DNR and MoHSLT, the Consultant shall revise the draft documents/ reports. Once the DNR/MoHSLT accepts the revised documents/reports, they will be deemed final for processing payments upon final approval by the PMU.
- 8.6. All draft documents should be in Microsoft Word, and all final documents should be in Microsoft Word and Adobe Acrobat format, with relevant signatures where needed.
- 8.7. The Consultant shall ensure that all outputs are delivered on time and in accordance with the quantity, quality, and timeframe in the proposal submitted by the Consultant based on the TOR.

9. QUALIFICATIONS AND EXPERIENCE

The firm should be a recognized consultancy/ legal firm with a proven track record in developing legal frameworks for public services and/or in the context of public administration. The key experts should be knowledgeable about civil registration and vital statistics, identity management, international data protection and privacy frameworks and good practices. Strong project management, analytical, and communication skills are essential for effective collaboration with diverse stakeholders and for delivering a comprehensive and forward-looking CRVS & ID Bill.

9.1. Requirement of the Firm

- The firm should have experience in civil registration, vital statistics, identity management and data protection-related assignments or drafting bills/legislations and experience in similar assignments or legal consultancy.
- The firm should have at least five (5) years of experience providing relevant advice in complex legal and sectoral contexts or at least five (5) years of experience providing legal consultancy.
- Minimum of one (1) completed drafting of bills/legislation/ regulatory compliance project or legal consultancy project for the Government of the Maldives.

Note: The maximum number of firms to be shortlisted will be 8. If the total number of qualified firms exceeds 8, the ranking will be determined based on the number of completed drafting bills/legislation/legal consultancy projects.

9.2. The selected firm(s) shall provide a team of three (3) key experts with the following qualifications and experience:

- The **Legal Expert (Team Leader)** shall possess a bachelor's degree in law and a minimum of 10 years of relevant experience in the legal profession, including drafting legislation/ bills or other matters relating to the establishment of legal services related to digital transformation and services. Experience in the region or developing countries would also be an advantage.
- The **International CRVS/ID Expert** shall possess a bachelor's degree in a relevant field (ICT/ management/ social/ education/ statistics/ health informatics, etc.) and a minimum of 10 years of demonstrated experience in projects related to the implementation of CRVS and/or identity management systems and digital transformation. Experience in developing countries and the region would be an advantage.

- **A qualified local legal expert shall possess at a minimum** a bachelor's degree in law and shall be admitted to practice law in the Maldives. He or she shall demonstrate at least 5 years of legal experience in the Maldives, preferably also including drafting primary and secondary legislation. Knowledge of the acceptable practices, norms and standards in drafting primary and subordinate legislation and rules in the Maldives is essential.

10. REQUIRED DOCUMENTS

- 10.1. Reference letters and certifications as proof of qualifications and experience in Section 9. The reference letters may include project experience letters and contract services successfully provided by a firm.

11. SUBMISSION

- 11.1. The deadline for submission of the bid proposal is before 10:00AM on 28th July 2026.
- 11.2. You may submit your Expression of Interest via email, postal mail, or hand delivery in sealed envelopes addressed to the project office.

Project Manager

Digital Maldives for Adaptation, Decentralization and Diversification (DMADD)
Project

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