CLARIFICATION No. 1

Request for Proposal
Information Systems
(Design, Supply and Installation)
(Without Prequalification)

Purchaser: Government of Samoa, acting through the Samoa Bureau of Statistics (SBS)

Project: Samoa Finance Sector Resilience and Development Project, World Bank Project P181456

Contract title: Supply and Installation of the National Digital Identification System (NDIDS)

Country: Samoa

Loan No. /Credit No. / Grant No.: Credit No. IDA-E3780

RFP No: WS-SBS-570867-NC-RFP

Issued on: 3 November 2026

3 November 2026

To all Interested Proposers:

1. Please be informed of the following clarifications to the RFP No. WS-SBS-570867-NC-RFP issued on 28 October 2026:

No.	Theme	Question	SBS Answer	RFP Reference
1	Skills transfer and support	How many technical software staff are currently employed at SBS?	The RFP states: "The SBS ICT team is lean but capable, with basic development skills, and has a stated working preference for established server platforms (a preference, not a restriction)." "Samoa has a small pool of qualified technical staff, and the Supplier shall take this as its own constraint rather than as the Purchaser's problem." SBS staff: National ID Division 7, ICT Division 10, Births, Deaths and Marriages Division 17 positions, plus individual consultants hired under the Project. The Supplier defines the profiles it needs and proposes an upskilling path (Section VII, Annex 2.4).	Section VII, VII.4 Background, 0.4 (PDF p. 309); SAM-TRF-002 (PDF p. 259)
2	Skills transfer and support	What technology skill levels and technology stack do these staff have?	Skill level: "The SBS ICT team is lean but capable, with basic development skills, and has a stated working preference for established server platforms (a preference, not a restriction)." The SBS team works today with Linux servers, firewall and proxy, locally hosted virtual machines, locally hosted systems (CRVS verification, metadata editor, microdata library, survey data collection, live monitoring dashboards) and APIs.	Section VII, VII.4 Background, 0.4 (PDF p. 309)
3	Skills transfer and support	It was said that payment is related to a successful technical handover to these staff.	The RFP states: "Ten percent (10 %) of the Contract Price, exclusive of Recurrent Costs, is retained and released only against the final skills transfer assessment." "The assessment is carried out by the Purchaser, which may be assisted by its supervision consultant, at the date fixed in the Implementation Schedule and at the latest six (6) months after Operational Acceptance of release V2."	SCC GCC 12.1 (d) Skills transfer retention (PDF p. 407)
4	Scope and requirements	For fingerprint biometrics, will only ten print slaps be	"The System shall capture flat fingerprints of the ten fingers of both hands in a 4+4+2 slap sequence, with automatic segmentation, finger numbering and sequence control." Biometric data: "Photographic facial images, fingerprints and specimen signatures, as defined in the NDID Act 2024, s.2. No other	SAM-ENR-034 (PDF p. 179); Section VII, A.2 Definitions,

No.	Theme	Question	SBS Answer	RFP Reference
		captured, or also rolled prints or palms?	biometric modality is within the legal scope of the NDIDS." The RFP requires flat fingerprints of the ten fingers in a 4+4+2 slap sequence (SAM-ENR-034). Rolled prints and palm prints are not collected. Palm prints are not provided for in the legislation.	Biometric data (PDF p. 166)
5	Preparation time	What is the timeline for the RFP publication and for proposal submission?	The deadline for the submission of proposals is eight (8) weeks after the date of issue of the Request for Proposals, as stated in PDS ITP 23.1. The Request for Proposals is issued on 23 October 2026 and published on the Government of Samoa e-Tendering Portal and the SBS website. A pre-proposal meeting is held as stated in PDS ITP 7.4 of the Request for Proposals.	PDS ITP 23.1; PDS ITP 7.4
6	Procurement process and dates	When will the RFP be released? Is it after this meeting or in November?	The Request for Proposals is issued on 23 October 2026 and published on the Government of Samoa e-Tendering Portal and the SBS website.	
7	Scope and requirements	Do 60,000 registrations also mean issuing 60,000 ID cards?	"When an identity meets the card issuance conditions (unique, aged 18 or over, and legal identity confirmed), the System shall place a personalisation request in the card issuance queue ..." "The card personalisation chain and the card stock shall be sized for a total production volume of 250,000 National ID Cards over the contract, covering the Version 1 cohort, the continuous issuance and the replacements over the five years following the mass campaign ..." Milestone M6c: "Version 1 cohort card production and delivery complete: cards produced and delivered for the enrolled cohort whose legal identity is confirmed" The 60,000 milestone counts persons enrolled and processed. A card is issued to each person who meets the card issuance conditions of SAM-IDM-057: unique, aged 18 or over, and legal identity confirmed.	SAM-IDM-057 (PDF p. 189); SAM-PER-026 (PDF p. 240); Section VII, VII.2 (a) Implementation Schedule, M6c (PDF p. 293)
8	Preparation time	Will a longer proposal preparation time be considered?	Yes. The deadline for the submission of proposals is eight (8) weeks after the date of issue of the Request for Proposals, as stated in PDS ITP 23.1.	PDS ITP 23.1

No.	Theme	Question	SBS Answer	RFP Reference
9	Joint ventures and local entity	Will an unincorporated joint venture be accepted?	"A Proposer may be a firm that is a private entity, a state-owned enterprise or institution subject to ITP 4.6, or any combination of such entities in the form of a joint venture (JV) under an existing agreement or with the intent to enter into such an agreement supported by a letter of intent." "If the JV has not been legally constituted into a legally enforceable JV at the time of submission of Proposals, the Proposal Security or the Proposal-Securing Declaration shall be in the names of all future members as named in the letter of intent ..." A joint venture need not be incorporated: ITP 4.1 accepts a joint venture under an existing agreement or with the intent to enter into one, supported by a letter of intent.	Section I, ITP 4.1 (printed as 1.7, PDF p. 11); Section I, ITP 20.8 (printed as 1.78, PDF p. 28)
10	Scope and requirements	What is the ultimate enrolment target?	"The System shall be sized for a provisioned baseline capacity of 250,000 registered persons (phase 1 target confirmed by SBS), with a biometric gallery of 99,000 enrolled adults by the end of 2029 and an intermediate target of 60,000 by December 2027, and shall be extensible to 800,000 persons in total through the priced increment option of SAM-PER-030."	SAM-PER-001 (PDF p. 240)
11	Scope and requirements	Has SBS already carried out detailed requirements gathering, stakeholder consultations and business process mapping, or will the successful bidder carry out these activities during implementation?	"The Supplier shall conduct detailed specification and design workshops with the Purchaser (SBS) at the start of the contract, on site in Apia. The workshops shall cover every subsystem of Section VII, the operating procedures, and the recurring purchases ..." "Beyond these design workshops, the Supplier shall support the project inception technical workshops (detailed functionalities, flows and interaction elements of the Section VII blocks), the post procurement relying party concertation workshops ... and the cross government PKI workshop ..."	SAM-SVC-001 (PDF p. 253)
12	Eligibility and qualification	Please show the qualification requirements that are assessed on a pass or fail basis.	"The qualification requirements of Section III, part 1 (Qualification), are assessed on a pass or fail basis and are not scored. A Proposer that fails any of them is rejected, whatever its technical score." "The requirements of Section VII listed below are mandatory. They are assessed pass or fail and they are not scored." The list follows in Section III, 2.1.	PDS ITP 32.2 (PDF p. 57); Section III, 1 Qualification and Qualification table (PDF p. 63 and 76 to 83); Section III, 2.1 (PDF p. 67 to 68)

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13	Civil registration option	Please explain "Legacy System to Enrolment Kits" in the target architecture. Is it a migration activity?	"The central enrolment service shall prepare and load onto the enrolment units, before deployment and at each resupply, preload extracts of biographic records from the authoritative CRVS source designated in VII.1.2.6 (the legacy system, then the stock database once commissioned, per SAM-CRV-034) ..." "The Supplier shall deliver a data migration and preloading strategy and plan as a design deliverable, covering: extraction from the legacy CRVS, transformation and cleansing rules, loading into the new CRVS stock database, preloading of biographic data onto the enrolment kits, dry runs, reconciliation, and fallback." "There is no bulk migration of the legacy CRVS data."	SAM-ENR-108 (PDF p. 268); SAM-SVC-020 (PDF p. 255); SAM-CRV-050 (PDF p. 229)
14	Hosting, security and PKI	Where must the system be hosted at launch? Can any part sit in an overseas cloud, for example a backup copy?	"The NDID registry (Identity Database, Biometric Database and authentication records) shall be maintained on national servers in Samoa, under the control of SBS, on the two designated sites. Cloud services may be used only as an extension for accessibility, resilience and scalability, within the boundaries set in the architecture block VII.1.3 and subject to the Purchaser's approval." "The reference registries, the biometric data and the cryptographic keys shall remain hosted in Samoa, on infrastructure owned and controlled by the Purchaser, for the duration of the Contract." "The IDVS may optionally be deployed on cloud infrastructure, only if the Government of Samoa so decides at Cabinet level ...: master identity data, the Biometric Database and the signing keys never leave Samoa ..." "The Supplier shall not access, use, copy, transfer outside Samoa or retain any such data except as strictly necessary to perform the Contract and as authorised in writing by the Purchaser ..."	SAM-LEG-029 (PDF p. 172); SAM-ARC-022 (PDF p. 233); SAM-ARC-023 (PDF p. 233); SCC GCC 17.1 (PDF p. 411)
15	Hosting, security and PKI	On data sovereignty and storage capacity: since cloud storage is also considered, when is a decision by the Government expected?	"The IDVS may optionally be deployed on cloud infrastructure, only if the Government of Samoa so decides at Cabinet level, and only within these bounds: the cloud instance holds nothing beyond the minimised, tokenised verification dataset of SAM-IDV-002 ... The proposed architecture shall support both deployment options at no additional licence cost." No Cabinet decision is required before proposal submission. Proposers may propose and justify a cloud option for the IDVS, but must also support on-premises deployment without redesign or additional licence cost. Cloud activation	SAM-ARC-023 (PDF p. 233)

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			remains subject to a future Cabinet decision and Purchaser approval, and subject to the controls specified in the RFP.	
16	Architecture and technology	Has SBS considered benchmarking the proposed system against established international digital identity platforms, such as Singapore's Singpass?	The requirements and design are based on international standards and on a comparison with good practice in several countries, Singapore among them. Other country experiences were also taken into account to fit the design to the context of Samoa. The Request for Proposals does not refer to any specific national platform.	
17	Hosting, security and PKI	Reinforcement of the SBS server room and the recovery site were mentioned. Are they included in this procurement? What is their current state?	SBS server room: "Exists. Secured, access controlled, air conditioned, with space for one additional rack; already runs SBS production and a replica environment. Works required: uninterruptible power of 20 to 30 kVA backed by a generator starting within 5 to 10 seconds, supervision and monitoring, additional firewall capacity, additional storage. ... Scope split between Supplier and Purchaser to be settled in the inventory tables ..." Recovery site: "Exists, remotely operated by the SBS ICT team which retains control. Already hosts the civil registration replica and backups (20 TB backup server, offsite copies)" "Proposers shall reuse the existing environment and shall not price a greenfield build; the required reinforcement of the primary site is described in the inventories." "UPS protection is in the Supplier scope and any standby generator is a Purchaser prerequisite ..." "SBS server room adequacy works (cooling on protected supply, fire protection, access control complement) ... these works are a Purchaser prerequisite, not Supplier scope." The RFP separates two levels. The Supplier provides the power continuity of the equipment it delivers with the System, in rack (SAM-INF-020, SAM-CYB-023). The Purchaser provides the power continuity of the server room, including the standby generator (Inventory Table 6.5). The split is confirmed at clarification, contract negotiation or the inception workshops.	Section VII, VII.2 (b) Site Table, S1 (PDF p. 295) and S6 (PDF p. 296); SAM-ARC-020 (PDF p. 232); SAM-CYB-023 (PDF p. 246); Section VII, VII.3 Table 6, line 6.6 (PDF p. 303)
18	Scope and requirements	For remote or outer island coverage, are biometric kits with an offline deduplication cache,	Offline: "The kits shall be able to perform complete enrolments fully offline, with no loss of functionality for data capture, and to store locally all enrolments pending transmission." Deduplication: "The SDIN is activated only after successful biometric deduplication by the central IDMS (SAM-IDM-026)."	SAM-ENR-046 (PDF p. 180); SAM-ENR-018 (PDF p. 176); SAM-ENR-

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		ruggedised field enclosures and solar battery packs required?	Ruggedness: "The enrolment kit cases shall be certified IP67 minimum ..."; "The enrolment tablet shall be rated at least IP65 and shall have passed MIL-STD-810H testing ..." Power: "Each enrolment unit shall be delivered with one power bank (or equivalent energy storage) sized, together with the internal battery of the unit, to sustain two days of operations ..."; "The Supplier shall price, as an option, solar recharge sets for the outreach teams (indicative quantity: ten to twelve (10 to 12) sets) ..."	086 (PDF p. 266); SAM-ENR-099 (PDF p. 268); SAM-ENR-092 and SAM-ENR-093 (PDF p. 267)
19	Scope and requirements	Which biometric modalities are mandated for registration (for example ten print slap fingerprints, dual iris, facial portrait), and will multimodal deduplication (ABIS) run centrally or locally on the enrolment kits?	"The System shall capture the following biometric data for each enrolled person: facial portrait, fingerprints of the ten fingers, and handwritten signature. Iris capture is excluded from the scope." "The ABIS shall perform deduplication using the two biometric modalities enrolled in Samoa: facial portrait and ten flat fingerprints. The handwritten signature ... shall not be used as a matching modality. Iris is not captured and shall not be required." "The SDIN is activated only after successful biometric deduplication by the central IDMS (SAM-IDM-026)."	SAM-ENR-032 (PDF p. 179); SAM-IDM-091 (PDF p. 197); SAM-ENR-018 (PDF p. 176)
20	Joint ventures and local entity	Is a letter of intent to form a joint venture acceptable?	"... a joint venture (JV) under an existing agreement or with the intent to enter into such an agreement supported by a letter of intent." "Alternatively, a letter of intent to execute a Joint Venture Agreement in the event of a successful Proposal shall be signed by all members and submitted with the Proposal, together with a copy of the proposed Agreement indicating at least the parts of the Information System to be executed by the respective members." "... for a joint venture, the joint venture agreement or a letter of intent to form a joint venture signed by all members, naming the lead member and authorising it to sign, incur obligations and receive instructions on behalf of all members"	Section I, ITP 4.1 (printed as 1.7, PDF p. 11); Section I, ITP 11.5 (printed as 1.41, PDF p. 19); PDS ITP 21.3 (PDF p. 54)
21	Joint ventures and local entity	Can an international bidder commit that, upon award, it will establish a local entity to handle implementation, capacity building, technical	"A Proposer not operating or registered in Samoa designates a local representative or local partner established in Samoa, with a real first level support capability ... The Local Entity shall be operating in Samoa at the proposal submission deadline, as evidenced by permanent staff based in Samoa, premises in Samoa, and at least one reference for information technology services delivered in Samoa. No minimum period of registration is	Section III, Qualification table, 1.4.4 Local Support Capability (PDF p. 83)

No.	Theme	Question	SBS Answer	RFP Reference
		support and warranty services?	required." "The signed commitment of that entity is a condition of award, furnished by the successful Proposer before the Contract is signed."	
22	Joint ventures and local entity	Can the prime contractor be a foreign company working with a Samoan partner?	"A Proposer may have the nationality of any country, subject to the restrictions pursuant to ITP 4.8." "A Proposer not operating or registered in Samoa designates a local representative or local partner established in Samoa ..." "Local Entity refers to a company, partnership or sole trader lawfully registered or licensed to do business in Samoa, with an established place of business in Samoa, designated by the Proposer as its local representative or local partner."	Section I, ITP 4.4 (printed as 1.10, PDF p. 12); Section III, Qualification table, 1.4.4 (PDF p. 83)
23	Joint ventures and local entity	Can a consortium of a foreign company and a Samoan registered entity bid for this tender?	"A Proposer may be a firm that is a private entity, a state-owned enterprise or institution subject to ITP 4.6, or any combination of such entities in the form of a joint venture (JV) ..." "Maximum number of members in the JV shall be: four (4)" "... only a Local Entity that is a member of a Proposer's joint venture is limited to one Proposal (ITP 4.3)."	Section I, ITP 4.1 (printed as 1.7, PDF p. 11); PDS ITP 4.1 (PDF p. 49); Section III, Qualification table, 1.4.4 (PDF p. 83)
24	Joint ventures and local entity	Must the joint venture be tax registered in Samoa?	The documents required from a joint venture are set out in ITP 4.1 and those of the Local Entity in Section III, 1.4.4. A joint venture must register for tax in Samoa. Value Added Goods and Services Tax (VAGST) applies at 15 percent and withholding tax at 10 percent. The application of taxes is explained on the website of the Ministry for Revenue (https://revenue.gov.ws/). Proposers should take their own advice.	
25	Scope and requirements	Is the goal to enrol the entire population and issue cards to everyone?	"The System shall manage the full resident population. Adults aged 18 and over shall hold biometric records (face, fingerprints, signature). Persons under 18 shall exist in the register with an SDIN and without any biometric template ..." "When an identity meets the card issuance conditions (unique, aged 18 or over, and legal identity confirmed), the System shall place a personalisation request in the card issuance queue ..."	SAM-IDM-002 (PDF p. 183); SAM-IDM-057 (PDF p. 189)

No.	Theme	Question	SBS Answer	RFP Reference
26	Joint ventures and local entity	Will international companies be allowed to form joint ventures or consortia with regional technology providers?	"A Proposer may be a firm that is a private entity, a state-owned enterprise or institution subject to ITP 4.6, or any combination of such entities in the form of a joint venture (JV) ..." "A Proposer may have the nationality of any country, subject to the restrictions pursuant to ITP 4.8." "Maximum number of members in the JV shall be: four (4)"	Section I, ITP 4.1 (printed as 1.7, PDF p. 11); Section I, ITP 4.4 (printed as 1.10, PDF p. 12); PDS ITP 4.1 (PDF p. 49)
27	Evaluation criteria	If so, will the combined technical experience and financial capacity of consortium members be considered in the evaluation?	Specific experience: "The required capabilities (enrolment, ABIS deduplication, credential issuance, identity card personalisation, handover of operations to the client) may be demonstrated across the two cited contracts taken together and across JV members, no single contract being required to cover the full chain alone." For the lead member: "the lead member must have delivered at least one of the cited contracts covering the enrolment and biometric core at national scale" Financial: the Qualification table states for each factor what all members combined, each member and at least one member must meet, for example for 1.3.3 Financial Resources: "N / A, the resources are assessed on all members combined" and "Must meet sixty percent (60%) of the requirement (the lead member)".	Section III, Qualification table, 1.4.2 (PDF p. 82), 1.3.2 (PDF p. 80), 1.3.3 (PDF p. 81)
28	Architecture and technology	How will the NID enrolment software and card personalisation system integrate with the existing systems of a relying party (a bank) and its design requirements?	Integration with other systems in general: "All integrations delivered under this contract shall be exposed through documented, versioned APIs (REST/JSON, OpenAPI) so that future government systems and relying parties can integrate without Supplier involvement, under the relying party framework of VII.1.2.3." "The IDVS shall be a distinct platform, logically decoupled from the IDMS registration infrastructure, with its own databases." "The IDVS shall provide an eKYC service releasing a defined attribute set (with photograph where authorised) only after successful authentication of the individual and capture of their explicit consent ..." Relying parties connect through the documented, versioned APIs of the identity verification services (SAM-SVC-016, VII.1.2.3). The integration of each relying party follows the relying party framework and pilot of the Request for Proposals; the existing systems of a given relying party are not part of the scope.	SAM-SVC-016 (PDF p. 255); SAM-IDV-001 (PDF p. 203); SAM-IDV-016 (PDF p. 205)

No.	Theme	Question	SBS Answer	RFP Reference
29	Digital credentials and card	Please define digital credentials. Is it only a mobile ID stored in a mobile application, or an asserted verifiable credential (for example ISO mDoc, W3C VC) usable for identification and verification on future e-services and across borders?	"Digital credentials shall be issued through an issuance module able to produce and sign credentials in at least two open families: the IETF SD-JWT VC (media type application/dc+sd-jwt) and the ISO/IEC 18013-5 mobile document (mdoc). A W3C Verifiable Credentials Data Model credential secured with SD-JWT (vc+sd-jwt) is not the SD-JWT family meant here." "Digital credentials shall be issued through OpenID4VCI and presented through OpenID4VP ... The Proposer shall state which family it recommends for each channel ... in particular the acceptance of the credential by relying parties abroad, a large majority of Samoans living overseas." "The Supplier shall provide a companion mobile wallet application for the NDIDS, available for Android and iOS, allowing a person to receive, hold, view and present their digital credentials."	SAM-CRD-002 (PDF p. 213); SAM-ARC-027 (PDF p. 233); SAM-CRD-007 (PDF p. 214)
30	Payment and contract terms	Will the successful bidder have to hold specific insurance, including professional indemnity, cyber liability and public liability insurance?	"The Supplier shall obtain Third-Party Liability Insurance in the amount of one million United States Dollars (USD 1,000,000) per occurrence with deductible limits of no more than ten thousand United States Dollars (USD 10,000)." "The Supplier shall also take out and maintain marine cargo insurance ...; property insurance covering the equipment supplied under the Contract ...; and workers compensation and employer liability insurance in accordance with the laws of Samoa ..." The insurance required from the Supplier is set out in SCC GCC 37.1. The successful Proposer is responsible for taking out appropriate insurance cover, and provides the renewed policies at least 30 days before the expiry of each annual policy, throughout the term of the Contract.	SCC GCC 37.1 (c) and GCC 37.1 (e) (PDF p. 417)
31	Joint ventures and local entity	What opportunities will local technology providers have to take part in implementation and ongoing support, in particular site infrastructure, networking, equipment deployment,	"Quality and credibility of the in country support arrangement: on site response times, staff based in Samoa, local spare parts holding, and the support capability that remains in Samoa after the contract. Any arrangement may score in full (a local branch of the Proposer, a Local Entity or a subcontractor)." "Throughout the Contract Period the Supplier shall maintain in Samoa, itself or through the local representative or local partner named in its Proposal: a first level support capability ..." "A Local Entity engaged as subcontractor or local representative may support more than one Proposer ..."	Section III, 2.2, criterion D2 (PDF p. 71); SCC GCC 9.20 (a) (PDF p. 404); Section III, Qualification table, 1.4.4 (PDF p. 83)

No.	Theme	Question	SBS Answer	RFP Reference
		maintenance and user training?		
32	Skills transfer and support	Will bidders have to include local partners and provide knowledge transfer to build Samoa's capacity to operate and maintain the system over the long term?	Local partner: "A Proposer not operating or registered in Samoa designates a local representative or local partner established in Samoa ..." Skills transfer: "The skills transfer obligations of this Annex shall bring the SBS teams to the point where they can operate, support, maintain and evolve the System on their own before the contract ends." "The Proposer shall submit its skills transfer and capacity building approach responding to the capacity building annex of Section VII ..."	Section III, Qualification table, 1.4.4 (PDF p. 83); SAM-TRF-001 (PDF p. 259); PDS ITP 11.2 (j) (PDF p. 51)
33	Hosting, security and PKI	Will the system be deployed in the SBS server room or in the future data centre?	"The System shall be hosted on the two existing sites described in VII.4 Background: the SBS server room as primary site and the Vodafone data centre as secondary site, both operated under SBS control."	SAM-ARC-020 (PDF p. 232)
34	Hosting, security and PKI	In the first case, is the SBS server room an interim setup only, and is the vendor expected, during the contract and as part of the scope, to move the system to the future data centre?	"The System shall be hosted on the two existing sites described in VII.4 Background: the SBS server room as primary site and the Vodafone data centre as secondary site, both operated under SBS control. Proposers shall reuse the existing environment and shall not price a greenfield build ..." An upgrade of the national government data centre is being prepared by the Ministry of Communications and Information Technology; its timeframe is not yet confirmed. A move to another data centre is not part of the Contract. If a move is decided during the Contract, it is handled as a variation.	SAM-ARC-020 (PDF p. 232)
35	Digital credentials and card	Are card printers required with the mobile enrolment kits? How will cards be issued to people enrolled through mobile kits?	Kit composition: "Portable enrolment kit, case format (laptop, FAP60 minimum optical tenprint scanner, camera, document scanner, signature capture, GPS, USB 4G dongle, 58 mm thermal receipt printer, power autonomy with one power bank, no second battery)." "Card production shall be installed at Apia (Upolu), the production site of the base scope. Salelologa (Savai'i) is a delivery and collection point in the base scope ..." "... card delivery points across the two islands where cards are handed over to holders with the distribution and delivery tracking application of SAM-CRD-085 and 086."	Section VII, VII.3 Table 1, line 1.1 (PDF p. 297); SAM-CRD-076 (PDF p. 221); SAM-PER-027 (PDF p. 240)

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36	Payment and contract terms	The requirements are very comprehensive and demanding. Are there funding limits for the project, or can guidance on the financials be given?	The published Procurement Plan (https://documents1.worldbank.org/curated/en/099091426164541773/pdf/P181456-ef46513f-a9a7-4bbb-9773-c02411782fc9.pdf) identifies an estimated amount of approximately USD 7,000,000 for procurement reference WS-SBS-570867-NC-RFP, NDIDS System Integrator. This is a planning estimate. It is not a prescribed proposal price or a binding funding ceiling. The Request for Proposals separates the base scope from the optional items, which are priced separately in the Price Schedules and exercised at the Purchaser's discretion. Proposers are responsible for pricing the complete requirements of the RFP, including all mandatory goods, services and recurrent costs, in accordance with the Price Schedules.	
37	Joint ventures and local entity	Can the local entity be a subcontractor rather than a JV member? Does a local partner that is a JV member count toward the four member limit?	"A Local Entity engaged as subcontractor or local representative may support more than one Proposer; only a Local Entity that is a member of a Proposer's joint venture is limited to one Proposal (ITP 4.3)." "Any arrangement may score in full (a local branch of the Proposer, a Local Entity or a subcontractor)." "Maximum number of members in the JV shall be: four (4)" Every member of a joint venture counts toward the maximum of four members set in PDS ITP 4.1, including a local member.	Section III, Qualification table, 1.4.4 (PDF p. 83); Section III, 2.2, criterion D2 (PDF p. 71); PDS ITP 4.1 (PDF p. 49)
38	Joint ventures and local entity	If the local entity is a subcontractor, can it support more than one proposer?	"A Local Entity engaged as subcontractor or local representative may support more than one Proposer; only a Local Entity that is a member of a Proposer's joint venture is limited to one Proposal (ITP 4.3)." "However, this does not limit the participation of a Proposer as subcontractor in another Proposal or of a firm as a subcontractor in more than one Proposal."	Section III, Qualification table, 1.4.4 (PDF p. 83); Section I, ITP 4.3 (printed as 1.9, PDF p. 12)
39	Eligibility and qualification	Must the "one IT reference in Samoa" belong to the local entity itself, or can it be a reference of the proposer?	"The Local Entity shall be operating in Samoa at the proposal submission deadline, as evidenced by permanent staff based in Samoa, premises in Samoa, and at least one reference for information technology services delivered in Samoa." The reference must be a reference of the Local Entity itself. A reference of another member of the Proposer does not meet this requirement.	Section III, Qualification table, 1.4.4 (PDF p. 83)

No.	Theme	Question	SBS Answer	RFP Reference
40	Architecture and technology	Who developed the existing KYC enrolment software and captured data system?	This question concerns a system outside the scope of this procurement. If the question concerns the identity verification and authentication services of this Request for Proposals: no such system exists today. It is built under this Contract.	
41	Eligibility and qualification	Must the lead bidder show on its own prior national ID enrolment and biometric core experience, or can this be met jointly through a joint venture with a specialised biometric technology provider?	"The required capabilities (enrolment, ABIS deduplication, credential issuance, identity card personalisation, handover of operations to the client) may be demonstrated across the two cited contracts taken together and across JV members, no single contract being required to cover the full chain alone." JV, at least one member: "Must meet the following requirement: the lead member must have delivered at least one of the cited contracts covering the enrolment and biometric core at national scale"	Section III, Qualification table, 1.4.2 Specific Experience (PDF p. 82)
42	Scope and requirements	Is voice biometrics being considered as an additional authentication channel?	"Biometric data processed by the NDIDS shall be limited to photographic facial images, fingerprints and specimen signatures, per the statutory definition. No other modality (including iris) shall be captured, stored or matched." Biometric data: "... No other biometric modality is within the legal scope of the NDIDS."	SAM-LEG-013 (PDF p. 170); Section VII, A.2 Definitions, Biometric data (PDF p. 166)
43	Civil registration option	Since SBS will extract the legacy CRVS data and the system integrator will load it into the enrolment kits, will SBS also provide the data dictionary, approximate record volumes and a data quality assessment?	Extraction: "The Purchaser provides: ... the extraction of the existing civil registration data for preloading and migration ..."; "BDM staff produce CSV extracts from it routinely: bidders shall assume file based (CSV) extraction as the only interface to the legacy system; no vendor support and no API are available." Volumes: "The system was sized for about 570,000 records and that capacity has been exceeded, so older records are extracted and stored separately." Data quality: "The Supplier shall conduct an independent security and data quality assessment of any legacy source system its enrolment process integrates with (including the SBS civil registration system) ..." The structure of the extracts is shared with the Supplier at the design stage.	Section VII, VII.4 Background, 0.8 (PDF p. 310) and 0.4 (PDF p. 309); SAM-CYB-104 (PDF p. 247)

No.	Theme	Question	SBS Answer	RFP Reference
44	Civil registration option	Who will be responsible for data cleansing and for resolving duplicate or inconsistent legacy records?	"The Supplier shall deliver a data migration and preloading strategy and plan as a design deliverable, covering: extraction from the legacy CRVS, transformation and cleansing rules, ... The plan is subject to Purchaser approval before any production data is processed." "Cleansing and transformation rules shall be documented, approved by the Purchaser, and applied in a traceable way: for every modified record the original value shall remain retrievable." "Each ingestion run shall produce a data quality report: records loaded, records rejected with reasons, duplicate candidates, incomplete records, and referential inconsistencies ..." "Provisional records created from enrolment captures shall enter a certification queue where authorised registrars verify them against source archives and either certify, correct or reject them, with reasons recorded."	SAM-SVC-020 (PDF p. 255); SAM-SVC-024 (PDF p. 256); SAM-CRV-012 (PDF p. 225); SAM-CRV-027 (PDF p. 226)
45	Scope and requirements	The modalities are limited to face and fingerprint, while signature capture is also mentioned. Since signatures are not used for ABIS deduplication, is SBS considering iris recognition as an additional modality instead of signature capture?	"Biometric data processed by the NDIDS shall be limited to photographic facial images, fingerprints and specimen signatures, per the statutory definition. No other modality (including iris) shall be captured, stored or matched." "The handwritten signature is captured and stored as the digitised representation of the captured signature image, kept as identity data, and shall not be used as a matching modality. Iris is not captured and shall not be required."	SAM-LEG-013 (PDF p. 170); SAM-IDM-091 (PDF p. 197)
46	Architecture and technology	Is SBS considering a particular technology framework, open source digital identity platform or established commercial solution?	"No brand name or model is imposed." "It is deliberately specified here in terms of capabilities and open standards, not products. A compliant solution may be built on established open source identity platforms or on equivalent market solutions, provided every requirement below is met through standard, documented interfaces." SBS has not prescribed a particular framework, brand or product. Proposers may offer an established open-source platform, a commercial solution, or a combination of open-source, commercial and custom components. The proposed solution must meet all RFP requirements.	PDS ITP 16.3 (PDF p. 53); Section VII, 1.2.3 IDVS, introductory note (PDF p. 203)

No.	Theme	Question	SBS Answer	RFP Reference
47	Architecture and technology	Is the Government considering a particular technology framework, open source platform or commercial solution, or will bidders be free to propose their own technology architecture?	"No brand name or model is imposed." "The intent is a future proof and agile system: bidders should demonstrate how their architecture lets Samoa evolve flows, data and components over time, and replace any part, without redesign and without dependency on one vendor." "The route chosen shall be stated and justified for each component, with its exit strategy." "Alternative technical solutions shall not be permitted." SBS has not prescribed a particular framework, brand or product. Proposers may offer an established open-source platform, a commercial solution, or a combination of open-source, commercial and custom components. The proposed solution must meet all RFP requirements.	PDS ITP 16.3 (PDF p. 53); Section VII, 1.3 introduction (PDF p. 230); SAM-IDM-137 (PDF p. 201); PDS ITP 13.4 (PDF p. 52)
48	Scope and requirements	With on premises hosting and existing infrastructure, is the bidder responsible for supplying all production and disaster recovery hardware, or only for upgrading and integrating with existing infrastructure?	"Proposers shall reuse the existing environment and shall not price a greenfield build; the required reinforcement of the primary site is described in the inventories." "The Supplier shall deliver, install and commission the ICT Infrastructure component: hosting and compute infrastructure on the two national sites (SBS server room as primary, Vodafone data centre as disaster recovery site), networks, power protection, the central supervision and monitoring platform, and the PKI trust services ..." "DR site compute and storage, sized for active/passive recovery of the IDMS, ABIS and CRVS within the RTO/RPO of SAM-CYB-021 ..."	SAM-ARC-020 (PDF p. 232); SAM-INF-001 (PDF p. 273); Section VII, VII.3 Table 6, line 6.10 (PDF p. 304)
49	Architecture and technology	Are commercial biometric matching engines, card personalisation solutions and other proprietary components acceptable, if the overall system meets the open standards, modularity and vendor independence requirements?	"In the case of proprietary commercial software (i.e., excluding open source or “freeware” software) that the Proposer does not manufacture itself and for which the Proposer has or will establish an Original Equipment Manufacturer (OEM) relationship with the manufacture, the Proposer must provide Manufacture’s Authorizations" "That outcome is satisfied either by delivery of the full source code under the conditions of SAM-IDM-138, or, for packaged software specific to the System whose publisher does not release its source, by the escrow arrangement of the Special Conditions of Contract ... For the biometric identification system, the exit guarantees named in SCC GCC 15.5 may replace escrow."	Section III, 1.5 Manufacturer’s authorization (ii) (PDF p. 66); SAM-IDM-137 (PDF p. 201); SCC GCC 15.5 (PDF p. 410)

No.	Theme	Question	SBS Answer	RFP Reference
50	Architecture and technology	Is the RFP technology neutral, and are open source platforms acceptable?	"No brand name or model is imposed." "The design shall be technology and vendor neutral and shall avoid dependence on any single vendor, including for future upgrades." "In the case of open source software, the Proposer must identify the software item as open source and provide copies of the relevant open source license(s)." SBS has not prescribed a particular framework, brand or product. Proposers may offer an established open-source platform, a commercial solution, or a combination of open-source, commercial and custom components. The proposed solution must meet all RFP requirements.	PDS ITP 16.3 (PDF p. 53); SAM-IDV-009 (PDF p. 203); Section III, 1.5 (iv) (PDF p. 66)
51	Procurement process and dates	Will there be technical presentations and demonstrations, by video or in person, as part of the process?	"The Information System offered by the Proposer with the Most Advantageous Proposal may be subjected, before Contract award, to a demonstration of the card production chain limited to the security features of the card." "The demonstration is conducted by the evaluation committee, assisted by its technical adviser, at the Purchaser premises in Apia or by videoconference with the samples sent in advance, at the option of the Purchaser." "No other test, benchmark or reference site visit applies." Apart from the demonstration of the card security features set out in PDS ITP 39.9, no presentation or demonstration by Proposers is planned.	PDS ITP 39.9 (PDF p. 60)
52	Procurement process and dates	What is the expected award date?	Indicative: notification of contract award in March 2027, after the evaluation, the review by the World Bank and the standstill period. Dates are indicative and may change.	
53	Digital credentials and card	Please confirm the memory capacity (KB) of the NID card and whether it has an embedded RFID or contactless chip. Are captured iris data stored on the card or in the central database?	"The national ID card shall be a polycarbonate card without a chip, in ID-1 format, no thicker than 0.76 mm ..." "No other modality (including iris) shall be captured, stored or matched."	SAM-CRD-025 (PDF p. 215); SAM-LEG-013 (PDF p. 170)
54	Contract conditions	The Special Conditions of Contract give Apia as the place of arbitration (SCC	SCC GCC 43.2.3 governs arbitration. For a Supplier from outside Samoa, arbitration follows the UNCITRAL rules, with three arbitrators, the seat in Singapore and English as the language. For a Supplier that is a national of	SCC GCC 43.1.4 and 43.2.3;

No.	Theme	Question	SBS Answer	RFP Reference
		GCC 43.1.4) and Singapore as the seat of the arbitration (SCC GCC 43.2.3). Which applies?	Samoa, arbitration follows the laws of Samoa. SCC GCC 43.1.4 concerns the Adjudicator; the line "The place of arbitration shall be in: APIA" is deleted by Addendum No. 1, item 9.	Addendum No. 1, item 9
55	Contract conditions	SCC GCC 1.1 (a) (ix) cites the Procurement Regulations of September 2023, while the Specific Procurement Notice cites the edition of September 2025. Which edition applies?	The edition of September 2025 applies, as stated in the Specific Procurement Notice. SCC GCC 1.1 (a) (ix) is amended accordingly by Addendum No. 1, item 8.	SCC GCC 1.1 (a) (ix); Addendum No. 1, item 8
56	Qualification	Does the experience of a subcontractor count toward Section III, 1.4.2, or only the experience of joint venture members?	Only the experience of the Proposer counts, that is of the single entity or of the members of the joint venture. Section III, 1.4.2 allows the required capabilities to be shown "across the two cited contracts taken together and across JV members", and the lead member must have delivered at least one of the cited contracts covering the enrolment and biometric core at national scale. Under ITP 31.2 the qualification assessment does not take into account the qualifications of subcontractors. Section III does not specify any major item for which subcontractors would be qualified separately.	Section III, 1.4.2 (PDF p. 73); ITP 31.2 (PDF p. 29); Section III, Subcontractors/vendors/manufacturers (PDF p. 56)
57	Qualification	Which components (for example HSMs, packaged PKI or identity software) require a Manufacturer's Authorization, and in which format?	A Manufacturer's Authorization is required for all powered (active) hardware and for proprietary commercial software that the Proposer does not produce itself and for which it has or will establish an OEM relationship. Section III names in particular the biometric enrolment kits, the personalisation printers, the hardware security modules, the servers and storage, and the proprietary OEM software. Packaged PKI and identity software fall under proprietary commercial software. For open source software, the Proposer identifies it as open source and provides the licences. The format is the Manufacturer's Authorization form of Section IV, on the letterhead of the manufacturer and signed by a person authorised to bind it.	Section III, Qualification, Manufacturer's authorization (PDF p. 56 to 57); Section IV, Manufacturer's Authorization form (PDF p. 102)

No.	Theme	Question	SBS Answer	RFP Reference
58	Software and source code	Is source code escrow acceptable for proprietary non biometric components under SAM-IDM-138, instead of delivering the full source code?	Yes, for packaged software specific to the System whose publisher does not release its source: SAM-IDM-137 accepts the escrow arrangement of SCC GCC 15.5, covering the source code, the build scripts and the design and deployment documentation. The route chosen is stated and justified for each component, with its exit strategy. Escrow is not available for software written or adapted for the Purchaser, whose source code is delivered (SCC GCC 15.4, SAM-IDM-138), nor for the CRVS components (SAM-CRV-070). Standard software widely available on the market is outside both routes.	SAM-IDM-137 and SAM-IDM-138 (PDF p. 190); SCC GCC 15.4 and 15.5 (PDF p. 385); SAM-CRV-070 (PDF p. 212)
60	PKI and key management	Who supplies, owns and hosts the HSMs for the key ceremonies, and where do the ceremonies take place?	The Supplier delivers the PKI and the HSMs, certified FIPS 140-3 Level 3 or equivalent. The HSMs are owned and controlled by SBS and hosted on the national sites (SAM-INF-040), that is the SBS server room and the Vodafone data centre (SAM-ARC-020). Key generation takes place in witnessed and recorded ceremonies under dual control (SAM-ARC-014), executed by the Supplier with SBS staff and transferred to them (SAM-INF-044). SBS or its nominated auditor may witness or audit any ceremony (SAM-CYB-133).	SAM-INF-040 and SAM-INF-044 (PDF p. 259); SAM-ARC-014 (PDF p. 218); SAM-ARC-020 (PDF p. 219); SAM-CYB-133 (PDF p. 234)
61	Local entity	What format and length are expected for the local capability plan, and can a single Local Entity be named by several Proposers?	No format or length is prescribed. The plan states the role of the Local Entity, the staff assigned, the support services it delivers and the skills it acquires during the Contract; it is assessed on a pass or fail basis against these elements. A Local Entity engaged as subcontractor or local representative may support more than one Proposer; only a Local Entity that is a member of a Proposer's joint venture is limited to one Proposal.	Section III, 1.4.4 Local Support Capability (PDF p. 74); ITP 4.3
63	Procurement process and dates	The EME presentation referred to a six week submission period with a possible two week extension, while the written clarifications state eight weeks (PDS ITP 23.1). Which applies?	The Request for Proposals prevails. The deadline is set eight (8) weeks after the date of issue, as stated in PDS ITP 23.1, which gives the date and time. The EME presentation was given before the Request for Proposals was issued and is indicative only.	PDS ITP 23.1 (PDF p. 47 to 48)

No.	Theme	Question	SBS Answer	RFP Reference
65	Digital credentials	The EME presentation indicated that the digital credential formats were under review, while the written clarifications require SD-JWT VC and mdoc. Which applies?	The Request for Proposals prevails. The issuance module shall support both families, IETF SD-JWT VC and ISO/IEC 18013-5 mdoc (SAM-CRD-002). What remains open is which family the Purchaser places in production; the other can be activated later without redevelopment and without additional charge (SAM-CRD-002, SAM-ARC-027). The profile of the signed QR code of the card is selected at the design stage (SAM-CRD-046).	SAM-CRD-002 (PDF p. 201); SAM-ARC-027 (PDF p. 220); SAM-CRD-046 (PDF p. 205)
66	Performance and sizing	SAM-PER-004 (VII.1.5, Reference volumes) leaves the daily volume of verification and eKYC transactions blank. Which volume applies?	The volume is the one stated in SAM-IDV-006: 5,000 verification and eKYC transactions per day at steady state and 20,000 per day at event peaks. SAM-PER-004 is amended accordingly by Addendum No. 1, item 5.	SAM-IDV-006; SAM-PER-004; Addendum No. 1, item 5
67	Performance and sizing	SAM-PER-027 (VII.1.5, Reference volumes) leaves the number of card delivery points across the two islands blank. How many card delivery points should Proposers size for?	Proposers size the card production and delivery for one card personalisation centre in Apia and 50 card delivery points across the two islands, such as village fono and SBS branches including Salelologa. SAM-PER-027 is amended accordingly by Addendum No. 1, item 6.	SAM-PER-027; Addendum No. 1, item 6
68	Performance and sizing	SAM-PER-028 (VII.1.5, Reference volumes) leaves blank the number of additional registration points to which the CRVS component shall be extensible. How many should Proposers assume?	The CRVS component is sized for the two civil registration offices of Apia and Salelologa and shall be extensible by configuration to at least two additional registration points, such as the Moto'otua and Tuasivi hospitals, without redevelopment. SAM-PER-028 is amended accordingly by Addendum No. 1, item 7.	SAM-PER-028; Addendum No. 1, item 7

No.	Theme	Question	SBS Answer	RFP Reference
69	Performance and sizing	The Note to Proposers of VII.1.5 refers to values marked as working assumptions being confirmed with SBS, but no value in the table carries a mark. Which values are working assumptions?	No value of the table of reference volumes is marked. The Note to Proposers is amended by Addendum No. 1, item 4: Proposers size and price against the figures stated in VII.1.5, as amended by Addendum No. 1.	VII.1.5, Note to Proposers; Addendum No. 1, item 4
70	Qualification	Under Section III, 1.4.2, must the ABIS deduplication capability be shown by a contract already delivered, or can a biometric matching solution proposed for this Contract meet the requirement? Does the "biometric core" required from the lead member include biometric matching and deduplication?	Section III, 1.4.2 requires participation as supplier or integrator in at least two contracts "of national or sectoral biometric identity scope", each of a value of at least USD 3,000,000 and successfully completed within the last eight years. The required capabilities, "enrolment, ABIS deduplication, credential issuance, identity card personalisation, handover of operations to the client", may be shown across the two cited contracts taken together and across JV members. Each capability, ABIS deduplication included, is therefore shown by a cited contract already completed; a biometric matching solution proposed for this Contract is assessed in the technical proposal and does not count as experience. The "biometric core" that the lead member must have delivered in at least one cited contract, at national scale, includes biometric matching and deduplication.	Section III, 1.4.2 Specific Experience (PDF p. 73)
71	Proposal forms	The Technical Responsiveness Checklist workbook referred to in Section IV and in the PDS (SAM-RFP_v1.8_14b_Technical-Responsiveness-Checklist.xlsx) is not among the documents published on the e-Tendering Portal. Where can it be obtained, and	The workbook is annexed to Addendum No. 1 and published with it on the e-Tendering Portal. It contains one row for each of the 899 Technical Requirements of Section VII, as amended by Addendum No. 1, and replaces any earlier version. The file name cited in Section IV is corrected by Addendum No. 1, item 3.	Section IV, Technical Responsiveness Checklist; Addendum No. 1, item 3 and Annex

No.	Theme	Question	SBS Answer	RFP Reference
		which version is to be used for the Proposal?		
72	Eligibility and participation	How can an organisation established in Samoa take part in the supply, implementation or support of the National Digital Identification System and its digital wallet?	The procurement is open to all eligible Proposers as defined in the Procurement Regulations (Specific Procurement Notice, paragraph 3). An organisation established in Samoa may submit a Proposal alone, or as a member of a joint venture (ITP 4.1, at most four members, PDS ITP 4.1). It may also take part as the Local Entity of a Proposer, as a local representative, local partner or subcontractor; a Local Entity engaged as subcontractor or local representative may support more than one Proposer (Section III, 1.4.4). The Request for Proposals and its requirements are available on the Government of Samoa e-Tendering Portal.	Specific Procurement Notice, paragraph 3; ITP 4.1 (PDF p. 11); PDS ITP 4.1; Section III, 1.4.4 Local Support Capability (PDF p. 74)

2. Please confirm in writing via email to the address below that you have received this Clarification No. 1.
3. For the Pre-proposal meeting scheduled on 10 November 2026, please register a maximum of five participants, including their email addresses, to the address below by 6 November 2026.
4. For further queries, please email the address by 30 November 2026.

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Signed,

Leota Aliielua Salani
GOVERNMENT STATISTICIAN
SAMOA BUREAU OF STATISTICS