COUNTRY: KENYA
PROJECT: KENYA DIGITAL ECONOMY ACCELERATION PROJECT (KDEAP)
IMPLEMENTING AGENCY: INFORMATION AND COMMUNICATIONS TECHNOLOGY AUTHORITY (ICTA)

PROJECT ID: P170941; CREDIT NUMBERS 7289-KE AND 7290-KE

TERMS OF REFERENCE FOR:

REQUEST FOR EXPRESSION OF INTEREST

FOR

CONSULTING SERVICES FOR KENYA REVENUE AUTHORITY'S E-INVOICING PLATFORM SIMPLIFICATION, ENHANCEMENT AND REDESIGN, AND SUPERVISION OF IMPLEMENTATION

CONTRACT NO: KE-ICTA-500783-CS-QCBS

ISSUED DATE: 23rd SEPTEMBER 2025

CLOSING DATE: 8TH OCTOBER 2025 AT 1000 HRS EAT

Client:
The Chief Executive Officer,
ICT Authority
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1. Background

The Government of the Republic of Kenya (GoK) has received credit financing in the amount equivalent to US$390 million from the World Bank towards the cost of the first phase of the Kenya Digital Economy Acceleration Project (hereafter referred to as the "Project"). The Project is designed to enhance the country's digital infrastructure and services, improve digital skills and access to markets, and build capacity within government institutions for efficient project management and emergency response. The Project components include:

- **1.1 Component 1: Digital Infrastructure and Services-**The aim of this component is to increase access to high-speed internet for individuals, industry, and government—the 'foundation of the foundations' of a digital economy and strengthen Kenya's role as regional digital leader—while leveraging investments from the private sector
- **1.2 Component 2. Digital Government and Services-** This component will invest in the foundational digital services, platforms, architectures, and policies needed to transform the way the Government communicates and conducts its internal operations.
- **1.3 Component 3. Digital Skills and Markets-** This component aims to equip young Kenyans with digital skills, strengthen their abilities to access, and compete in domestic and regional markets, to study mechanisms of improving access to affordable devices and to enhance the enabling environment for e-commerce to support Kenya's role as a regional digital hub.
- **1.4 Component 4. Project Management-** This component supports project implementation and coordination, led by the Project Implementation Unit (PIU) within ICT Authority (ICTA) and capacity building.
- **1.5 Component 5: Contingent Emergency Response Components-**This component will be activated in the event of an emergency.

The GoK intends to apply a portion of the proceeds of the Credit to cover activities under component 2 (Digital Government and Services).

To date, the Kenya Revenue Authority (KRA) has made significant progress in establishing and operationalizing various revenue administration solutions through automation of its core processes. This should enhance service delivery and mobilize revenue that will improve the overall well-being of Kenyan citizens.

However, KRA is still faced with challenges of Administration of Value Added Tax (VAT). To facilitate revenue administration and implement its mandate of collection of VAT, KRA implemented a standardized invoicing process for accounting of sales transactions. This process was first implemented in 2005 in the form of manual Electronic Tax Register (ETR) devices prior to the introduction of the Tax Invoice Management System (TIMS) in 2020. TIMS enables the transmission of invoices electronically to KRA that acts as a data source for the validation of VAT input claims/expenses for the returns filing process. TIMS was a hardware device-based solution.

In February 2023, KRA introduced the electronic tax invoice management systems (eTIMS) which provided software solutions and Application Programming Interfaces (APIs) for system-to-system integrations. Both TIMS and eTIMS support the validation, signing and transmission of fiscalized invoices by taxpayers and invoice data received through these systems is also used for validation and population of tax returns. The scope of eTIMS use was also expanded in January 2024 to cover all business transactions i.e. VAT and non-VAT.

2. Objective(s) of the Assignment

The objective of this assignment is to simplify, redesign, and enhance the KRA's e-Invoicing platform for improved usability, scalability, performance, and efficiency. In addition, developing all technical specifications, bidding documents, and carrying out supervision of the implementation.

3. Scope of Services and Specific Tasks of the Assignment

Phase I

The Consulting firm is expected to undertake the following scope of work:

a. Review of the e-invoicing and related processes including, but not limited, to the use of e-Invoicing data for tax compliance, and simplified tax return processing.

b. Review the KRA e-Invoicing solution including, but not limited to: Invoice handling, Data Handling, Security, Compliance, Integrations (including third party and core tax platforms), Monitoring, and Reporting.

c. Review the current platform architecture and infrastructure, including reporting, analytics, and the Data Lakehouse platform.

d. Review the global tax e-Invoicing solutions landscape to inform the proposed solution specifications that leapfrog e-Invoicing solutions implemented by successful revenue administrations.

e. Propose e-Invoicing interventions to address informal sector compliance challenges and factor them into the solution design and specifications.

f. Engage stakeholders, including internal business and technology teams and Taxpayers.

g. Conduct a KRA business and technology staff capacity needs assessment to support the implementation, operation and maintenance of the solution, platform, and infrastructure.

h. Develop reengineered business processes and system requirements.

i. Develop reengineered real-time reporting, analytics and Data Lakehouse platform architecture

j. Design an e-Invoicing solutions architecture that incorporates the reengineered business processes and system requirements developed in (g) above.

k. Document infrastructure architecture, sizing, and specifications to support the proposed solution in both the immediate and long-term.

l. Develop the technical specifications and a draft Request for Bids (RFB) for the implementation of the redesigned e-invoicing solution and real-time reporting, analytics, and Data Lakehouse platform.

m. Develop the technical specifications and draft RFB for the infrastructure component to implement the proposed architecture and support the reengineered solution.

Phase II- Comprising supervision of implementation

Support the KRA project team in the supervision of the implementation and roll-out of the redesigned e-invoicing solution and the real-time reporting, analytics, and Data Lakehouse platform. This will ensure that the project is completed to the required specification, cost, and within the contractual time allowed.

Phase II will be a time-based assignment.

4. Duration and Location of the Assignment

The consulting firm will undertake the Phase I assignment over a period of 6 calendar months. The assignment will be a lump-sum type of contract.

Phase II will involve the implementation supervision for 12 calendar months, after successful completion of the RFBs. The timeline is dependent on the recommendations of the last milestone to be delivered in Phase I. This phase will be a time-based type of contract.

The primary location of the assignment will be at the Kenya Revenue Authority Offices located at Times Tower, Haile Selassie Avenue, Nairobi.

5. Reporting requirements and timelines for deliverables

The consulting firm shall submit the following reports as shown in Table 1

Table 1: Reporting requirements and timelines for deliverables/reports

NO	Outputs/Deliverables	Outputs/Deliverables Description	Timeline for submission of deliverables after contract commencement	Format of presentation of reports
1.	Inception Report	The inception report will share the detailed approach, a work plan, sources of information, staffing and working arrangements necessary to complete the assignment. The work plan should anticipate risks and propose mitigation measures.	1st month	2 hard copies and 1 digital copy.

NO	Outputs/Deliverables	Outputs/Deliverables Description	Timeline for submission of deliverables after contract commencement	Format of presentation of reports
2.	Business Requirements and System Specifications Documents	These documents will detail: • As-is review of the e invoicing and related processes and preliminary insights. • As-is e-invoicing solution review and preliminary insights. • Report on the global tax e-invoicing solutions landscape. • Report on the proposed e-invoicing interventions to address informal sector compliance challenges. • The new (To-be) business requirements and system specifications document incorporating feedback from stakeholder engagements. • System requirements for Data Lakehouse	4^{th} month	2 hard copies and 1 digital copy.
3.	KRA staff capacity needs assessment Report	• KRA business and Technology staff capacity needs assessment report that details the re-skilling and upskilling opportunities to support the implementation, operation and maintenance of the solution, platform, and infrastructure.	4^{th} month	2 hard copies and 1 digital copy.

NO	Outputs/Deliverables	Outputs/Deliverables Description	Timeline for submission of deliverables after contract commencement	Format of presentation of reports
4.	e-invoicing Solution, Data Lakehouse and Infrastructure design and Architecture	The firm will develop the solutions design and architecture document encompassing: • The simplified and enhanced e-invoicing platform comprising solution functionalities, workflows, and integration requirements aligned with both business and technical needs • Real-time reporting, analytics and Lakehouse platform • Physical and logical Infrastructure architecture.	5th month	2 hard copies and 1 digital copy.
5.	Technical specifications and Request for Bid for implementing the redesigned e-invoicing solution, data Lakehouse platform, and associated infrastructure component	This document will provide the: • Technical Specifications • Request for Bid	6th month	Digital copy.
6.	Progress Reports	The progress reports should include status of deliverables, action, challenges, risks, mitigation strategies and outline of next steps	As per the approved work plan	Digital Copy
7.	Final report	The report should contain the final set of documents (revised versions of those presented above)	6th month	2 hard copies and 1 digital copy.

6.2 Phase II

NO	Outputs/Deliverables	Outputs/Deliverables Description	Timeline for submission of deliverables after contract commencement	Format of presentation of reports
1.	Inception Report	The inception report will share the detailed approach, a work plan, staffing, and working arrangements necessary to complete the assignment. The work plan should anticipate risks and propose mitigation measures.	1st month	2 hard copies and 1 digital copy.
2.	Quarterly Progress Reports	The progress reports should include the status of deliverables, action, challenges, risks, mitigation strategies, and an outline of next steps	As per the approved communications plan	Digital Copy
3.	Implementation closure	The report should contain the final set of documents (revised versions of those presented above)	12th month	2 hard copies and 1 digital copy.

All draft and final reports (1 original hard copy and 1 hard copy and a digital copy) shall be submitted in the prescribed format to:

The Chief Executive Officer,
ICT Authority
Telposta Towers 12th Floor, Kenyatta Ave
PO Box 27150 – 00100
Nairobi Kenya
Tel: +254 20 2089061/ 2211960 Fax: +254 20 2211960
Email: procurement@ict.go.ke, info@icta.go.ke
Website: www.icta.go.ke

Attention:
The Project Coordinator
KDEAP

Upon submission of every report, the consulting firm is expected to make a presentation of the submitted report to the Client in a scheduled meeting. The acceptance of the report shall be recorded in the minutes of the meeting.

6. Payment Schedule

The proposed payment schedules based on satisfactory performance of the contract which will be negotiated with the successful consulting firm will be as presented in Table 2 below.

6.1 Phase I

NO	Outputs/Deliverables	Timelines after Contract Commencement	Percentage of Payment
1.	Submission and Acceptance of the Inception Report	1 Month	10%
2.	Submission and Acceptance of the Business Requirements and System Specifications Documents and KRA staff capacity needs assessment Report	4 Months	30%
3.	Submission and Acceptance of e-invoicing Solution, Lakehouse and Infrastructure design and Architecture	5 Months	30%
4.	Submission and Acceptance of the technical specifications document and Request for Bid for implementing the redesigned e-invoicing solution, Lakehouse platform, and associated infrastructure component and the Final Report	6 Months	30%
	TOTAL		**100%**

Upon submission of every report, the consulting firm is expected to make a presentation of the submitted report to the Client in a scheduled meeting. The acceptance of the report shall be recorded in the minutes of the meeting.

6.2 Phase II

No.	Payment Category	Basis of Payment	Supporting Documentation
1.	Fees for Key Experts	At agreed daily/monthly rates for actual time worked	Approved timesheets and invoices
2.	Reimbursable Expenses	Based on actual and reasonable expenses incurred in performance of services	Original receipts and supporting evidence
Total		**As per contract terms**	

Phase II involves supervising the implementation. The Key Expert(s) shall be remunerated based on a monthly rate, which will be negotiated with the successful firm during negotiations. Remuneration will be based on competitive rates, commensurate with the firm's area of expertise and work experience, provided they have satisfactorily fulfilled all stipulated requirements.

Payment shall be monthly upon submission and approval of the monthly reports. The firm will submit to the KRA Project Coordinator a monthly timesheet, with supporting invoice, as the basis for payment for the consultancy services. Costs incurred that are actually and reasonably incurred by the Key Expert(s) in the performance of their services outside the assignment location will be reimbursed upon submission of a statement of expense and verifiable supporting documentation.

7. Minimum Requirements for Consultant's Qualifications and Experience

The shortlisting criteria for the consulting firm will involve the following:

a) **Core Business and Years in Business:**

The firm must be registered/incorporated as a consulting firm with core business in the field of ICT Systems and solutions Development and Delivery or related field for a minimum of five (5) years.

b) **Relevant Experience:**

The firm shall demonstrate as having successfully executed and completed at least two (2) assignments of a similar nature both in scope and complexity in a similar operating environment in the last four (4) years. Details of these assignments, including client names and addresses, scope, contract value, contract duration and year/period of assignment, must be provided.

c) **Technical and Managerial Capability of the Firm:**

The firm shall demonstrate as having the requisite technical capacity and managerial capacity to undertake the assignment in the submitted company profile(s).

8. Team Composition and Minimum Qualification and Experience Requirements for Key Experts

The consulting firm must provide a multidisciplinary team of qualified experts to carry out the assignment. The key experts shall personally carry out (with any assistance of other staff deemed appropriate) the services as described in this TOR. The team should consist of, at a minimum, the following key experts with the qualifications and experience detailed below:

Table 3: Team composition and minimum qualification and experience requirements for key experts

No	Qualifications and Experience of Key Staff for the Assignment
1.	**Project Manager (1)** The Project Manager should have the following qualifications: • A minimum of Masters' degree in Management Information Systems, Business and Information Technology, Computer Science, Information Technology Management or equivalent from a recognized institution. • Project Management certification e.g. PMP, Prince2 or equivalent.

	• At least 8 years of progressive professional experience in a related field, including systems analysis, scoping, design, testing and Software Project management. • Proven experience in business process modelling and contract management skills.
2.	**Tax Business Process Optimization expert (2)** The Tax Business Process Optimization Lead should have the following qualifications: • A minimum of Master's degree in Accounting, Taxation, Public Finance, Business Administration, Economics or Information Systems from a University recognized in Kenya. • Proven experience in leading a successful process optimization and requirement specification in a tax administration. • Proven expertise in VAT modernization initiatives and be well-versed in international best practices. • At least 7 years of experience in tax administration reform, business process design, or digital transformation. • Worked with or advised tax authorities or Ministries of Finance • Demonstrated experience in optimizing end-to-end tax processes (registration, filing, payment, audit, appeals) • Familiarity with international good practices (OECD, IMF TADAT framework, WCO standards) • Experience with large-scale tax system rollouts or upgrades • Hands-on experience in automating tax-related processes using BPM tools, workflow engines, or API-based solutions. • Demonstrated success in real-time process optimization for high-volume transaction systems, such as e-invoicing or tax returns. • Certification in Business Process Management • CPA, ACCA, or equivalent tax/accounting certification is an advantage
3.	**Business Analyst (3)** The Business Analyst should have the following qualifications: • A minimum of Bachelor's or master's degree from a recognized institution preferably in Business management, Project Management, Finance, Computer Science, Information Technology, social sciences or a related field of study • At least 5 years' experience as a business analyst, ideally in public sector or financial/tax systems digital transformation. • Experience working on digital transformation or system implementation projects • Collaborated with IT teams, consultants, and government stakeholders • Hands-on involvement in preparing business requirement documents (BRDs), test cases, and user manuals • Participated in training and change management processes • Professional certification in Business Analysis or equivalent.

4.	**Solutions Architect (1)** The Solutions Architect should have the following qualifications: • A minimum Bachelors or master's degree in computer science, Information Technology, or a related field or equivalent experience. • At least 7 years' experience in the Information Technology field. • At least 4 years' experience as an Enterprise Architect or similar role (technical lead, principal engineer, etc)., designing, customizing, and implementing Software solutions. • Training and/or certification in ICT enterprise architecture principles, frameworks, and methodologies.
5.	**Technology Lead (1)** The Technology Lead should have the following qualifications: • A minimum of Bachelor's degree in information technology, Software Engineering, Computer Science or related field • At least 6 years' experience in the Information Technology field. • At least 5 years of experience in developing enterprise software. • At least 5 years of experience in a leadership role managing technical teams in the development and deployment of enterprise solutions • Solid understanding of the technologies used in mobile development, frontend, and backend development. • Experience with technologies that support large-scale deployments with auto-scaling and high transaction throughput.
6.	**Information Security Expert (1)** • A minimum of Bachelor's degree in computer science, Information Technology or any related field. • At least 5+ years' experience in Information Technology design, development, security and implementation of software systems, applications, or related products. • At least 3 years specific experience information systems security assessment planning, testing or operations • Professional certification in Cyber Security, Information Security or related.
7.	**Data Engineer (1)** • A minimum of Bachelor of Science degree in Computer Science, IT, Software Engineering, or any other degree in related fields. • At least 5 years' experience in Data engineering, BI & Software Development. • At least 3 years' specific experience with Dimensional data modeling, data management and data processing, and deployment of big data tools. • Proven experience in analytical tools. • Proven experience in visualization tools. • Proven experience in data streaming tools.

9. Estimated Time-Inputs for Key Experts

The number of key experts and the estimated time input for each key expert for the assignment are presented in Table 4.

Table 4: Key Expert Estimated Time Input

Phase I

No	Key Expert Staff	Number of Experts	Estimated Time Input in Months
1	**Project Manager**	1	6
2	**Tax Business Process Optimization expert**	2	12
3	**Business Analyst**	3	18
4	**Solutions Architect**	1	6
5	**Technology Lead**	1	6
6	**Information Security Expert**	1	6
7	**Data Engineer**	1	6
	Total	**10**	**60**

Phase II

S. No	Key Expert Staff	No of Staff	Approximate Staff Months
1.	Project Manager	1	12 Months
2	Tax Business Process Optimization Lead	1	12 months
5	Technology Lead	1	12 Months
	Total	3	**36**

10. Management and accountability of the assignment

The Consulting firm shall be contracted by the ICT Authority on behalf of the Kenya Revenue Authority. The Kenya Revenue Authority will be the firms' supervisor and shall be responsible for the coordination of activities of the firm.

Contractually, the Consulting firm shall report to the Project Coordinator at ICTA and functionally to the Project Manager at the Kenya Revenue Authority.

11. Obligations of the Client

The KRA will provide the following to the best of their ability:

a. All background data and literature considered relevant for accomplishing identified tasks;
b. Access to key KRA staff as required;
c. Help convene key stakeholders to enable the firm to have access to the information necessary to carry out their assignment.
d. Provide timely feedback on deliverables.
e. Provide, when necessary, workspace at KRA premises

12. Obligations of the Consulting firm

a) The Firm must ensure that the tasks identified above are performed in a result-oriented manner with the sole objective of achieving outputs and outcomes expected from the assignment as has been described in the details above.
b) The Firm must also ensure all work aligns with good practices and supports long-term platform sustainability.
c) Any required movement from towns within Kenya, workshopping and stakeholder engagements will be considered as a reimbursable.
d) Transport out of the country will be at the cost of the firm

13. Propriety rights of Client in report and records

The Kenya Revenue Authority, herein referred to as the Client, shall hold full proprietary rights over all solutions, reports, records, documents and intellectual property produced as part of this assignment. The following stipulations govern proprietary rights:

Ownership: Any solutions, reports, records, documents or intellectual property generated during the course of the assignment are deemed the exclusive property of the Client.

Usage Rights: The Client is granted unlimited and perpetual usage rights for the solutions, reports and records. This includes the right to reproduce, distribute, display, and modify the materials for internal purposes, public dissemination, or any other lawful use as deemed appropriate by the Client.

Confidentiality: The Firm shall treat all reports and records as confidential information and shall not disclose, reproduce, or use them for any purpose other than the assignment without the explicit written consent of the Client.

Transfer of Rights: The Firm hereby transfers and assigns to the Client all rights, title, and interest, including any copyright(s), in and to the reports and records. This transfer is effective upon the creation of each deliverable.

Non-Exclusivity: This grant of proprietary rights to the Client is non-exclusive, allowing the firm to retain the right to use the knowledge and experience gained during the assignment for their general business purposes, excluding any specific confidential information of the Client.

Attribution: The Firm agrees that any public disclosure or publication of the reports and records will credit the Client as the owner of the proprietary rights.

These terms regarding proprietary rights are binding throughout the assignment and survive the termination or completion of the contractual agreement between the Client and the Firm.