

## Terms of Reference

<b>Title:</b>	Selection of Consulting Firm for Restructuring of Ministry of Information Technology and Telecommunication
<b>Category:</b>	Consulting Services
<b>Type of Contract:</b>	Lump Sump
<b>Expected Start Date:</b>	October 2026
<b>Duration of Assignment:</b>	Six Months

### 1. BACKGROUND

The Ministry of Information Technology and Telecommunication (MoITT) is the Government of Pakistan's focal ministry responsible for policy formulation, strategic direction, and sector development for information technology and telecommunications. MoITT plays a pivotal role in the growth of Pakistan's IT and telecom sector and serves as the sponsoring ministry for the Digital Economy Enhancement Project (DEEP).

Over the past decade, the global digital landscape has undergone a fundamental transformation driven by Artificial Intelligence, data governance frameworks, cybersecurity architectures, platform economies, cloud computing, and rapidly evolving digital services. Governments across the world are restructuring their institutional arrangements to effectively govern the digital economy and lead digitally delivered public services at scale.

The current structure of MoITT was largely designed for a telecommunications-centric policy environment. The digital economy now requires a broader governance model covering cross-government digital transformation, innovation ecosystems, digital regulation, data governance, cybersecurity coordination, AI governance, and emerging technology oversight. In this context, MoITT must redefine its mandate and institutional structure to serve as an effective digital governance ministry. Accordingly, the Government of Pakistan intends to undertake a comprehensive institutional restructuring of MoITT to transform it into a modern digital governance ministry capable of steering Pakistan's digital economy over the next decade.

Digital Economy Enhancement Project (DEEP) is a World Bank assisted project with the objective of enhancing the Government's capacity for digitally enabled public services delivery for citizens and businesses. **MoITT is the sponsoring agency of the project with execution support of (i) Board of Investment (BoI), (ii) National Database and Registration Authority (NADRA), (iii) National IT Board (NITB), and (iv) Ignite – National Technology Fund.**

Digital Economy Enhancement Project (DEEP) aims at building the capacity of the government to develop key digital public infrastructure (DPI) services supporting the country's digital economy and society in line with the 2018 Digital Pakistan Policy, which calls for the establishment of a holistic, government-wide enterprise architecture and the integration of government services and systems. The project will support the development of DPI, including responsible data exchange, digital authentication, and verifiable credentials and digitalization of public services (including making them available through a new national portal), which will improve the accessibility and delivery of services, economic opportunities, and social protection. It will also bolster the country's resilience and adaptability in the face of potential shocks, such as pandemics and recurring climate-induced disasters, to enable the government to deliver cash and other emergency assistance more rapidly and efficiently.

In addition to citizen services, DEEP will support: (1) Establishing a catalogue of all federal and provincial business RLCOs (Registration, Licenses, Certificates & Other permits) and producing recommendations for simplifying, streamlining, and improving existing regulatory requirements for investing and operating a business; (2) Designing and development of the Pakistan Business Portal (PBP) as an interface to host all digitalized and available RLCOs; (3) Supporting governmental, provincial, and local entities in digitalizing regulatory approvals; (4) Institutionalizing the reform process and management and upgrading of PBP; and (5) Organizing communication and change management activities for transition to the PBP.

## 2. OBJECTIVE

The objective of this consultancy is to engage a highly qualified consulting firm to assess, design, and propose a comprehensive institutional restructuring of MoITT. The assignment aims to develop a future-ready institutional framework that will enable MoITT to effectively lead Pakistan's digital economy over the next decade.

Specifically, the consultancy will:

- Evaluate the current institutional structure, mandate, and functions of MoITT;
- Identify structural, institutional, and operational gaps in the existing setup;
- Analyze overlaps and coordination requirements with affiliated bodies and other government institutions including Pakistan Digital Authority (PDA), Pakistan Telecommunication Authority (PTA), National Database and Registration Authority (NADRA), National Information Technology Board (NITB), Ignite National Technology Fund (Ignite), Universal Service Fund (USF), National Telecommunication Corporation (NTC), Telecom Foundation (TF), Electronic Certification Accreditation Council (ECAC), Pakistan Software Export Board (PSEB), Special Technology Zones Authority (STZA), and Provincial IT Boards;
- Benchmark MoITT against leading digital governance ministries globally;
- Design a modern institutional structure aligned with the evolving digital economy, emerging technology trends, and Pakistan's national digital transformation priorities;
- Develop a practical and implementable restructuring roadmap including proposed amendments to the Rules of Business 1973 where required; and
- Prepare a detailed implementation strategy aligned with Government of Pakistan administrative and fiscal frameworks.

## 3. SCOPE OF WORK

The consulting firm will undertake the following tasks:

### A. Assessment

- Conduct a comprehensive, data-driven institutional diagnostic of the existing structure and functions of **MoITT**<sup>1</sup>, including staff mapping, workload analysis, functional benchmarking, and comparative institutional assessments, and undertake a gap analysis in view of changing landscape and upcoming trends in emerging digital technologies.
- Conduct analytical work to identify emerging trends for governing the digital economy and identify best regional and global practices.

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<sup>1</sup> MoITT is defined as Ministry of IT & Telecom and its attached departments including Ignite, NITB, PSEB, USF, NTC, ECAC, Telecom Foundation, SCO, and PTET.

- Conduct a thorough analysis of the existing role of MoITT and identify its overlaps and coordination needs with other Divisions and Ministries at Federal Level, including specifically: Establishment Division, Finance Division, Cabinet Division, Planning Commission, Pakistan Digital Authority (PDA), Pakistan Telecommunication Authority (PTA), National Database and Registration Authority (NADRA), National Information Technology Board (NITB), Ignite National Technology Fund (Ignite), Universal Service Fund (USF), National Telecommunication Corporation (NTC), Telecom Foundation (TF), Electronic Certification Accreditation Council (ECAC), Pakistan Software Export Board (PSEB), Special Technology Zones Authority (STZA), and Provincial IT Boards.
- Informed by the gap analysis, regional and global best practices, benchmarks, and in alignment with Federal Government National Economic Transformation Plans (e.g., Uraan Pakistan), propose a new vision, mission, mandate (rules of business), and new role of Ministry of IT&T in order to spearhead the digital economy of Pakistan, keeping in view the devolved nature of IT and digital governance.
- In alignment with the proposed new mandate, propose a new formation and structure of MoITT to enable it to effectively implement the newly proposed vision.
- Prepare detailed Job Descriptions (JDs) for key positions in the proposed organogram and benchmark/propose their skill set, qualifications, and remuneration commensurate with market standards, keeping in view skills, education, and qualifications.
- Conduct a capability assessment of officers working under MoITT and propose a way forward for their transition into the new organization, including upskilling, reskilling, etc.
- Prepare a transition plan from the existing organization to the proposed organization with minimum disruption and without adversely affecting operational continuity.
- Identify institutional, operational, structural, and technological gaps that limit the performance and effectiveness of MoITT.
- While conducting the study, the consultant will review all relevant studies and reports including but not limited to the following:
  - Envisioning the Pakistan Digital Stack Report
  - Country Digital Ecosystem Diagnostic Report
  - International Research Study on "Potential of IT/ITeS Industry of Pakistan" (PWC)
  - Study on Assessment of Pakistan's Startup Ecosystem
  - UNDP (United Nations Development Programme) Reports on Digital Maturity, Business Process Maturity, Employee Readiness, and Digital Infrastructure Maturity
  - Uraan Pakistan Program

## **B. Benchmarking and International Best Practices**

- Conduct comprehensive benchmarking of MoITT against world's leading IT and Digital Ministries and organizations.
- Identify and analyze international best practices in digital governance, organizational structures, and operational models.
- Compare MoITT's current capabilities, functions, and performance indicators with global benchmarks.

## **C. Future State Organization Framework**

- Draft recommended amendments to the Rules of Business 1973 to reflect MoITT's proposed new mandate and institutional responsibilities. The draft amendments shall be

developed in consultation with the Establishment Division and Finance Division and shall constitute a standalone deliverable.

- Develop a comprehensive future state organizational framework aligned with Uraan Pakistan, national digital transformation priorities, and Pakistan's evolving digital governance architecture.
- Design the overall organizational structure, clearly defining all required positions including Government Pay Scale roles (BPS-17 to BPS-22), consultant positions, and contractual staff, with their respective pay scales (BPS, MP-I/II/III, SPPS, PPS, etc.) along with associated financial implications and budgeting requirements.
- Provide an overall indicative budget showing differences between the current and proposed structure, including operational costs, human resource costs, and technology investments.
- Design an institutional governance framework defining the roles, responsibilities, and coordination mechanisms between MoITT and its attached departments, autonomous bodies, regulators, and other federal and provincial digital governance institutions. This review shall be focused on coordination modalities and shall respect the statutory mandates of independent regulatory bodies.
- Review and recommend improvements in the regulatory and policy architecture governing Pakistan's digital economy, covering areas that fall within MoITT's mandate such as telecom regulation, cybersecurity policy coordination, cloud adoption policies, AI governance frameworks, startup ecosystem policy, and digital platforms regulation.
- Propose mechanisms for effective coordination between federal and provincial governments for digital governance, digital public services, and technology policy alignment, including recommended inter-governmental structures and coordination protocols.

#### **D. Restructuring Plan Development**

- Develop a comprehensive restructuring plan for MoITT, considering global best practices and future scenarios over a 10-year horizon.
- Recommend improvements to the functions of MoITT and its functional alignment with affiliated organizations and attached departments and staffing models. Also assess functions of affiliated organizations and attached departments to avoid overlapping within them and with the Administrative Ministry i.e., MoITT.
- Propose strategies for enhancing efficiency, streamlining processes, and promoting innovation within MoITT.
- Develop a roadmap for implementing the restructuring plan, including timelines, resource allocation, and stakeholder communication strategies.
- Propose an organogram with respective JDs/ToRs, hierarchical streams, required academics, experience, and skill sets.
- Develop a coordination plan with attached departments to ensure seamless collaboration and avoid duplication of efforts.

#### **E. Implementation Roadmap and Actionable Items**

- Develop a detailed 10-year implementation roadmap including short-term (0–2 years), medium-term (3–5 years), and long-term (6–10 years) actionable interventions.
- Ensure all plans and roadmaps are aligned with Government of Pakistan rules, regulations, and administrative procedures. The implementation strategy shall explicitly identify all required approvals from the Cabinet Division, Establishment Division, and Finance

Division, including Cabinet Committee approvals, creation or abolition of posts, and revision of pay scales where required. All restructuring proposals shall be assessed for consistency with Establishment Division policies, public sector pay frameworks, and fiscal sustainability considerations.

- Include resource allocation, timelines, and stakeholder communication strategies for each phase of implementation.
- Define clear milestones, deliverables, and tangible outcomes for each phase of the roadmap.
- Develop a comprehensive Risk Management and Change Management Plan to address potential challenges and ensure smooth transition.
- Provide budget estimates for each phase with breakdown of costs including human resources, technology, infrastructure, and operational expenses.

#### **F. Capacity Building and HR Development:**

- Develop a comprehensive Capacity Building Framework covering role clarity, detailed Job Descriptions, training needs, and HR development strategies.
- Recommend capacity-building initiatives for MoITT staff to equip them with the skills and knowledge necessary to function effectively within the restructured organization.
- Identify potential training programs and development opportunities for MoITT personnel, including technical, managerial, and leadership development.
- Develop an HR Framework addressing recruitment, retention, performance management, career progression, and succession planning.

#### **G. Stakeholder Engagement:**

- Facilitate structured workshops and consultations with MoITT officials and all relevant stakeholders including: Establishment Division, Finance Division, Cabinet Division, Planning Commission, PDA, PTA, NADRA, NITB, Ignite – National Technology Fund, Universal Service Fund (USF), National Telecommunication Corporation (NTC), Telecom Foundation (TF), ECAC, Pakistan Software Export Board (PSEB), Special Technology Zones Authority (STZA), Provincial IT Boards, private sector and industry associations, and development partners.
- Conduct a minimum of three (3) structured knowledge-transfer workshops with MoITT officials to transfer knowledge on digital governance models and institutional reform practices. These workshops shall be designed to build internal capacity and ensure MoITT ownership of the restructuring recommendations beyond the consultancy period.
- Develop communication materials to inform stakeholders about the restructuring process and its benefits.

### **4. DELIVERABLES**

The Consultant will deliver the following:

- **Inception Report:** Summarizing the initial assessment of the role of a central ministry in the digital economy, the proposed new role of MoITT in the digital economy, MoITT's current structure, SWOT analysis, and proposed methodology for developing the restructuring plan.
- **Diagnostic Assessment Report:** Comprehensive, data-driven analysis of the current state including institutional, operational, structural, and technological gaps; staff mapping and

workload analysis; capability assessment of existing human resources; and identification of performance limitations.

- **Benchmarking and International Models Report:** Detailed analysis of world's leading IT and Digital Ministries, international best practices, and comparative assessment of MoITT against global benchmarks.
- **Future State Institutional Framework:** Comprehensive document outlining the proposed vision, mission, and mandate of MoITT; draft amendments to the Rules of Business 1973; proposed organizational structure with Government Pay Scale positions (BPS, MP, SPPS, PPS); financial requirements; and alignment with Uraan Pakistan and national digital transformation priorities. This deliverable shall include a standalone Legal and Regulatory Reform Roadmap identifying all required amendments in laws, rules, policies, and institutional mandates necessary to operationalize the proposed restructuring.
- **Draft Restructuring Plan and Implementation Roadmap:** A detailed document outlining the proposed restructuring including: restructured organogram with respective JDs/ToRs, hierarchical streams, required qualifications, skill sets, and remuneration; departmental realignment; process improvements; 10-year phased roadmap (0–2, 3–5, 6–10 years); budget estimates for each phase; risk and change management plan; an Institutional Coordination Framework defining the roles, responsibilities, and coordination mechanisms between MoITT, PDA, PTA, NADRA, NITB, Ignite, USF, NTC, TF, ECAC, PSEB, and STZA; and an Administrative Implementation Strategy specifying all required Cabinet, Establishment Division, and Finance Division approvals.
- **Final Restructuring Plan:** Incorporating feedback from the Steering Committee and stakeholders, the final plan will provide a clear roadmap for MoITT's restructuring with all actionable items, timelines, resource requirements, and expected tangible outcomes.
- **Capacity Building Framework and HR Development Plan:** Comprehensive framework covering role clarity with detailed JDs, training needs assessment, training programs, HR policies and procedures, recruitment and retention strategies, performance management systems, and career development pathways.
- Required alignments of existing human resources with the proposed restructuring.
- **Communication Materials:** Clear and concise materials explaining the restructuring process and its benefits for various stakeholder groups.
- **Knowledge Transfer Workshop Reports:** Reports documenting the proceedings, findings, and outcomes of a minimum of three (3) structured knowledge-transfer workshops conducted with MoITT officials covering institutional diagnostic findings, proposed framework, and implementation roadmap.

## 5. CONSULTING FIRM QUALIFICATIONS

The consulting firm should be a legally registered business providing similar services for last ten years.

The firm must have substantially<sup>2</sup> completed at least THREE (3) projects of similar nature and complexity focusing on public sector transformation within the last ten (10) years (from the date of EOI submission). Experience in IT, Digital, Telecommunications, or Technology sector will be accorded due weightage, where "similar" is defined as projects meeting all the following criteria:

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<sup>2</sup> Substantially means at least 70% delivered and accepted

## **Evidence Required:**

The firm must demonstrate:

- a) Availability of all relevant experts and staff for execution of the activity. (CVs not required at shortlisting stage)
- b) Access to research, analytical tools, and methodologies relevant to organizational assessment and restructuring.

## **6. REQUIRED TEAM COMPOSITION AND EXPERTISE**

The firm must propose a dedicated project team comprising at least Six (6) key expert positions and one non key position as specified below. Each expert must meet the mandatory minimum qualifications stated. The same individual may NOT fill more than one key expert position.

### **i. Key Experts:**

#### **Position 1: Team Leader/Institutional Reform Specialist**

Mandatory Minimum Qualifications:

- Advanced degree (Master's or PhD) in Public Administration, Business Administration, Management, IT, or related field
- Minimum 12 years of relevant professional experience post-qualification
- Mandatory Experience:
  - Led or co-led at least TWO (2) organizational restructuring, institutional reform, OR change management projects
  - At least ONE project must have been for a government ministry, public sector agency, or any other comparable organization
  - Demonstrated experience in stakeholder management and senior-level engagement
  - Experience in developing institutional frameworks, organizational structures, or strategic roadmaps
- Fluency in English (written and spoken) - mandatory

#### **Position 2: Digital Governance Expert**

Mandatory Minimum Qualifications:

- University degree (minimum Bachelor's, Master's preferred) in Information Technology, Computer Science, Public Policy, Digital Governance, or related field
- Minimum 10 years of relevant professional experience post-qualification
- Mandatory Experience:
  - Worked on at least TWO (2) digital transformation, e-governance, OR digital policy development projects
  - At least ONE project must have involved government or public sector digital strategy, digital governance framework, or national digital policy
  - Demonstrated expertise in digital public infrastructure, digital government architecture, or digital service delivery
- Fluency in English (written and spoken) - mandatory

#### **Position 3: Organization Development & HR Specialist**

Mandatory Minimum Qualifications:

- University degree (minimum Bachelor's, Master's preferred) in Human Resource Management, Organizational Psychology, Business Administration, or related field

- Professional HR certification (SHRM, CIPD, or equivalent) - preferred
- Minimum 8 years of relevant professional experience in organizational development and HR management
- Mandatory Experience:
  - Conducted at least TWO (2) organizational development, capacity assessment, OR HR framework development projects
  - At least ONE project must have involved public sector, government ministry, or large organizational restructuring
  - Experience in competency framework design, training needs assessment, or change management
  - Experience in job description development and organizational design
- Fluency in English (written and spoken) - mandatory

#### **Position 4: ICT Policy and Architecture Specialist**

Mandatory Minimum Qualifications:

- University degree (minimum Bachelor's, Master's preferred) in Information Technology, Computer Engineering, Enterprise Architecture, or related technical field
- Professional certification in Enterprise Architecture (TOGAF, Zachman, or equivalent) - preferred
- Minimum 10 years of relevant professional experience in ICT policy, enterprise architecture, or IT strategy
- Mandatory Experience:
  - Worked on at least TWO (2) ICT strategy, enterprise architecture, digital infrastructure planning, OR technology roadmap projects
  - At least ONE project must have been for government, public sector, or large enterprise
  - Experience in ICT policy development, IT governance frameworks, or technology assessment
  - Understanding of emerging technologies (cloud, AI, digital platforms, etc.)
- Fluency in English (written and spoken) - mandatory

#### **Position 5: Legal/Regulatory Expert**

Mandatory Minimum Qualifications:

- Law degree (LLB or equivalent) from a recognized institution
- Licensed to practice law OR demonstrated legal expertise in IT/Telecom regulatory matters
- Minimum 8 years of relevant professional experience in legal, regulatory, or policy matters related to IT, telecommunications, or government administration
- Mandatory Experience:
  - Worked on at least TWO (2) projects involving legal frameworks, regulatory analysis, rules of business, OR administrative procedures
  - At least ONE project must have involved IT/Telecom regulations, digital policy legal frameworks, OR government administrative rules
  - Experience in drafting or reviewing legislation, rules of business, or regulatory frameworks
  - Knowledge of Pakistani legal system and government administrative procedures - strongly preferred
- Fluency in English (written and spoken) - mandatory
- Fluency in Urdu - preferred

## **Position 6: Change Management Specialist**

### **Mandatory Minimum Qualifications:**

- University degree (minimum Bachelor's, Master's preferred) in Management, Organizational Psychology, Business Administration, or related field
- Professional certification in Change Management (Prosci, ACMP, or equivalent) - preferred
- Minimum 7 years of relevant professional experience in change management, organizational transformation, or stakeholder engagement
- Mandatory Experience:
  - Led or contributed to at least TWO (2) change management, organizational transformation, OR large-scale stakeholder engagement projects
  - At least ONE project must have involved government, public sector, or multi-stakeholder environment
  - Experience in developing change management strategies, communication plans, or stakeholder engagement frameworks
  - Experience in managing resistance to change and facilitating organizational transitions
- Fluency in English (written and spoken) – mandatory

### **ii. Non-key Expert**

## **Position 7: Local Coordination and Stakeholder Engagement Lead**

### **Mandatory Minimum Qualifications:**

- University degree (minimum Bachelor's) in any relevant field
- Minimum 5 years of relevant professional experience in Pakistan, working with government agencies, multi-stakeholder coordination, or project management
- Mandatory Experience:
  - Worked on at least TWO (2) projects in Pakistan involving coordination with government ministries, public sector agencies, OR multi-stakeholder initiatives
  - Experience in organizing workshops, consultations, focus group discussions, or stakeholder meetings
  - Demonstrated understanding of Pakistani government structure, bureaucratic procedures, and local context
  - Experience working with federal or provincial government entities in Pakistan
- Fluency in English and Urdu (both written and spoken) - mandatory
- Pakistani national or resident with valid work authorization – mandatory

### **iii. Governance of the Assignment & Reporting:**

**Steering Committee:** A Steering Committee chaired by the Secretary MoITT and comprising representatives from the Establishment Division, Finance Division, Planning Commission, and other relevant stakeholders will oversee the assignment, review key deliverables, and provide strategic guidance and institutional buy-in across government.

### **iv. Reporting Line:**

The Consulting Firm will report to the Program Director DEEP / Secretary MoITT through a designated focal person in MoITT. Regular progress meetings shall be held with MoITT officials to ensure transparency, accountability, and timely course correction.

## **7. DURATION OF THE ASSIGNMENT**

The consultancy is expected to be completed within six (6) Months from the date of Contract award to the successful Consultant.

## **8. SELECTION METHOD**

The firm will be selected in accordance with the Quality and Cost Based Selection method (QCBS) set out in in the World Bank's **"Procurement in Investment Project Financing, Goods, Works, Non-Consulting and Consulting Services, Fifth Edition, September 2023"** ("Procurement Regulations").