

# INVITATION TO TENDER

## PRE-COMMERCIAL PROCUREMENT OF INNOVATION

### Part 1

#### EduApp4Syria

"Mobile literacy and psychosocial wellbeing resource for children affected by the Syrian conflict"



Norwegian Ministry  
of Foreign Affairs



Norad



NTNU

Norwegian University of  
Science and Technology



**USAID**  
FROM THE AMERICAN PEOPLE

World Vision®



**Australian  
Aid** 



**INEE**



NHO



**National Programme for Supplier Development**  
Innovative public procurements

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## 1 INTRODUCTION

The Norwegian government, as represented by the Norwegian Agency for Development Cooperation - Norad (henceforth known as the Client) hereby invites suppliers, university/research environments, non-governmental organizations and other interested parties to submit bids for the procurement of innovation titled "Mobile literacy and psychosocial wellbeing resource for children affected by the Syrian conflict".

The tender documents consist of three parts:

1. The Invitation to Tender (this document)
2. The Rules for the Competition and Appendix 1: Specification of Requirements
3. The Framework Agreement (also referred to as contract in the other tender documents) and draft call-off contract for Phase 1

These tender documents have also been published in Arabic. The English version is the authoritative version if there are inconsistencies between the English and Arabic versions.

### Update:

You also have to read all [the questions and answers](#) (or read the Q&A document with the same content on Doffin) that we have responded to from suppliers, as these provide further details and clarifications on issues referred to in the tender documents.

## 2 DEFINITIONS

Norad	The Norwegian Agency for Development Cooperation
Pre-commercial Procurement	<p>Pre-Commercial Procurement (PCP) is the act of buying/supporting the research and development of a new innovative solution before it is commercially available</p> <p>The pre-commercial procurement has several competitive stages, and will also be referred to as a multi-phased competition or the EduApp4Syria-competition in these documents, even though the legal term is Pre-Commercial Procurement of Innovation: <b>EduApp4Syria</b></p>
R&D assignments	Involves entering into a contract for research and development purposes. The most likely scenario is that the Client will pay the full cost of the service. The resulting applications and content are expected to be released under open source and Creative Commons Attributions CC BY licenses <sup>1</sup> and will under no circumstances be owned by the Client
The Bidder	Suppliers or supplier groups that submit a proposed solution (bid) for this competition

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<sup>1</sup> <https://creativecommons.org/licenses/by/4.0/>

## **3 THE ASSIGNMENT**

### **3.1 The Client**

The Client, Norad, reports to the Norwegian Ministry of Foreign Affairs, and provides tasks related to quality assurance, grant management, results monitoring, evaluation and communication as part of Norwegian development assistance. More information about Norad and the EduApp4Syria-competition can be found on: [www.norad.no/Eduapp4syria](http://www.norad.no/Eduapp4syria).

This multi-phased competition is coordinated by the Innovation Project in Norad together with the Norwegian University of Science and Technology (NTNU), and is funded by the Norwegian Ministry of Foreign Affairs (the MFA). The other collaboration partners for the project are All Children Reading: A Grand Challenge for Development, the Orange Group, the Inter-Agency Network for Education in Emergencies, and the Norwegian National Supplier Development Programme. See section 6 for more information about the collaboration partners.

### **3.2 The Purpose and Scope of the Multi-phased Competition**

The competition aims to develop a highly engaging smartphone application that can build foundational literacy skills in Arabic and improve psychosocial wellbeing for Syrian children (aged 5-10) who use the application regularly.

### **3.3 Needs**

In the [background paper](#) for the July 2015 Oslo Summit on Education for Development, which analyzes 35 crisis affected countries, the Overseas Development Institute states that “Globally, an estimated 65 million children aged 3-15 are directly affected by emergencies and protracted crises, according to an analysis of 35 crisis affected countries. While a number are out of school, for those in school, many are at risk of education disruption, drop out, and poor quality, alongside psychosocial and protection concerns”.

The Syrian conflict is disrupting the education of millions of children, in addition to threatening their physical safety and psychosocial wellbeing. According to the 2015 Save the Children [report](#), “The Cost of War. Calculating the impact of the collapse of Syria’s education system on Syria’s future”, approximately 2.8 million Syrian children are not receiving any form of education inside Syria and across the region. Literacy rates were at 95% for 15-24 year-olds prior to the start of the conflict, but Syria now has one of the lowest school enrolment rates in the world.

Achieving reading and writing fluency (literacy) is foundational for lifelong learning, and therefore a particularly important skill for all children to acquire. Being literate in the language one uses at home also makes it easier to learn second languages and hence facilitates the integration into host-country education systems.

However, Syrian children both inside and outside of school are living under the extreme stress of a protracted conflict. Elevated and prolonged stress levels can impede brain development and cause learning challenges, memory problems and emotional regulation difficulties. Given that psychosocial wellbeing is so fundamental for the ability to learn, many

of the ongoing non-formal educational programmes targeting children from areas affected by humanitarian crises and protracted conflict include fun, play and stress relief approaches as an integral part of their overall learning efforts.

The rationale behind this multi-phased competition is that the high level of smartphone ownership among Syrians makes a digital approach a scalable option for reaching as many out-of-school children as possible with a learning supplement that can potentially help build their literacy skills and enhance their psychosocial wellbeing.

After seeking feedback on the above issues from various suppliers and relevant experts, we learned that there are digital learning solutions for Arabic literacy available, and that some of these have been adapted for smartphones. We have, however, not been informed of any smartphone applications that have had documented positive effects on both Arabic literacy and psychosocial wellbeing levels of children (see how “psychosocial wellbeing” is operationalized in Part 2, Appendix 1: Specification of Requirements).

Suppliers on average estimate that it will take between 6-12 months to develop a functioning solution. The Client has not been shown or told of any solution on the market today that can document that it covers the full need it seeks to address. The Client has therefore decided that a pre-commercial procurement will be the most suitable approach in order to stimulate advances in this field, which can result in the full need being met.

### **3.4 Market Potential**

The project seeks to supplement existing formal and non-formal education programmes and none-clinical psychosocial support interventions for Syrian children with an engaging smartphone application (game) which is primarily intended for household use.

We are prepared to provide sufficient economic incentives for the research and development involved in this multi-phased competition (see Section 5.4 “Remuneration” below). In addition, the project will seek to showcase the most promising applications – and their creators – in a number of ways. Selected supplier/s may get high visibility by providing solutions to a problem of global significance and high political relevance.

We are intending to conduct rigorous effect studies for this project. We believe that documented effect can be a strong motivator for user interest if the user also finds the content sufficiently engaging. We also believe that we have a particular obligation to document the results of public money spent on innovation.

Our discussions with Syrian refugee families and organizations working in the field indicate a strong demand for engaging learning resources among Syrian households. An engaging application with documented effects can also easily have wider interest and relevance. The application could be relevant for other Arabic speaking communities, and there would also be a strong case for adapting it to other languages and target groups.

An important aim is to enable others to reuse both digital content and technology developed as part of the project, subsequently supporting self-enhancing diversity of production

models and interactive communities. It is therefore our goal to impose minimal restrictions in terms of commercialization of new products derived from the project (see Section 4.1.4 “The intellectual property rights to these solutions”, for more details).

## **4 THE COMPETITION**

### **4.1 The Competition Model**

#### **4.1.1 Market Dialogue**

The Client and the other members of the collaboration group initiated a dialogue with relevant stakeholders in October 2015 about the needs and challenges described above. This process led to the conclusion that no viable solutions are known to exist today which fully satisfy the current need, but that it would be possible to develop such solutions in the near future. More information about the market dialogue is available here:

[www.norad.no/eduapp4syria](http://www.norad.no/eduapp4syria)

#### **4.1.2 Innovation through a Pre-commercial Procurement**

A pre-commercial procurement is exempt from Public Procurement Regulations, see Part 2 “Rules for the Competition” (Section 2.1). Pre-commercial procurements generally involve competitions to develop solutions that do not yet exist or are not available on the market. The objective of a pre-commercial procurement is for the Client to purchase development services that could stimulate and support development.

This procedure involves entering into a contract for developmental purposes, a so-called R&D assignment. It will cover parallel framework agreements signed with up to five suppliers. At various phases the Client will issue call-off contracts for innovation with one or more of these suppliers, based on the model described below (functional requirements and allotment criteria are further elaborated in Part 2 “Rules for the Competition and Appendix 1: Specification of Requirements” in the tender documents).

#### **Phase 0 - Design and simple interactive prototype**

- Public announcement: call for bids
- Bids are evaluated on the concept documents, videos and simple interactive prototypes submitted
- Up to five parallel framework agreements may be signed

#### **Phase 1 – Alpha version of product**

- Phase 1 call-off contracts are awarded to the parties who have signed framework agreements (up to five suppliers)
- The suppliers will develop drafts of personas
- The suppliers will develop a plan for testing
- The suppliers will be offered R&D-input from relevant expertise provided by the collaboration partners
- The suppliers will test the product
- The suppliers will develop alpha versions of the product

- The solutions will be evaluated

#### **Phase 2 – Beta version of product**

- Phase 2 call-off contracts are awarded to the best suppliers (no more than three) from Phase 1. Suppliers who are not offered a call-off contract for Phase 2 will have their innovation framework agreements terminated
- The selected suppliers will develop and test Beta versions of the application
- The suppliers will refine the product(s) and be offered additional R&D-input from relevant expertise provided by the collaboration partners
- The suppliers will conduct comprehensive testing of the application in the field, in close collaboration with NTNU and the collaboration partners, focusing on user experience and feedback on the full scale prototype
- The suppliers will develop complete personas including behaviour patterns, user goals, skills and attitudes
- The solutions will be evaluated

#### **Phase 3 – comprehensive testing through market release, outreach strategies, and improvements based on market feedback**

- Phase 3 call-off contracts are awarded to the best suppliers (no more than two) from the evaluation in Phase 2. Suppliers who are not offered a call-off contract for Phase 3 will have their innovation framework agreements terminated
- The selected suppliers will release the product for testing in the market, conduct outreach strategies in close collaboration with NTNU and the collaboration partners, and refine the product(s) as deemed necessary by market feedback and evaluation results
- The suppliers will provide an agreed number of hours of needed reiterations and maintenance

#### **4.1.3 Evaluation**

The evaluation model used to select suppliers (evaluation of Phases 0 – 3) and the allotment criteria for the evaluation of phases 1 to 3 will be accounted for in Part 2, “Rules for the Competition”. The model shall ensure an open and predictable process according to Section 5 of the Public Procurement Act (LOV-1999-07-16-69).

A jury led by Dr. Alf Inge Wang, Professor in game based learning at the Norwegian University of Science and Technology, will make the selection of which solutions to proceed with at each stage. The collaboration group (see Section 6) may send comments on the proposed solutions to the jury for its consideration, but the jury makes an independent decision.

The allotment criteria and evaluation process are described in more detail in Part 2 “Rules for the Competition and Appendix 1: Specification of Requirements”.

#### **4.1.4 The Intellectual Property Rights to these Solutions**

The Client and the collaboration partners do not have ownership interests in the technology or the technological solutions, but we want to encourage maximum use and further creativity.

The apps and software developed as part of this project will be released under BSD Software License (2-clause license also called the "Simplified BSD License"). All digital content will be released under Creative Commons Attribution CC BY. Both licenses allow others to reuse, change and distribute, even commercially. From the beginning of phase 1 and onwards all content, apps and code will be uploaded to [github.com](https://github.com). The content, apps and code on github will, however, not be publicly released until call-off contracts have been awarded for Phase 3.

This means that it is possible for anyone reusing the technology or content from this project to commercialize their product. BSD licenses allow proprietary use and allow the software released under the license to be incorporated into proprietary products.

Alternative licensing models are only possible in exceptional circumstances. In such cases, the supplier must provide an alternative model where the development of the software and digital content is predominantly funded by the supplier. The Client reserves the right to reject bids that propose alternative licensing models if these are considered to have significant deviations from the specified requirements or reservations to the contract terms. Suppliers wishing to submit such bids are encouraged to submit questions about the feasibility of their licensing model well in advance of the deadline for submission of bids.

The licensing regime is intended only to apply to those who receive economic incentives. This means that the requirements do not pertain to the concept video and simple interactive prototype that we are asking for in the initial competition.



**4.2 Tentative Progress Plan for the Competition and Innovation Process (All dates after bidding deadline are tentative, depending on number of submissions etc.)**

<b>Planned date(s)</b>	<b>Activity</b>
	<b>Announcement</b>
29 January 2016	PUBLIC ANNOUNCEMENT OF THE COMPETITION
15 March 2016, at 1 pm CET	Deadline for sending questions
	<b>Phase 0 – Design and simple interactive prototype</b>
1 April 2016, at 1 pm CET	Bidding deadline, Phase 0 – Design and simple interactive prototype
4–22 April 2016	Bid evaluation and selection
25–29 April 2016	Issuance of letters of allocation
2–6 May 2016	Entering into contract
	<b>Phase 1 – Alpha version of product</b>
5 August 2016	Final deadline for delivery for Phase 1
8–12 August 2016	Evaluation of Phase 1
	<b>Phase 2 – Beta version of product</b>
15 August 2016	Call-off contracts are awarded for Phase 2
25 November 2016	Final deadline for delivery for Phase 2
28 November – 2 December 2016	Evaluation of Phase 2
	<b>Phase 3 – Comprehensive field testing through market release</b>
5–9 December 2016	Call-off contracts are awarded for Phase 3, global release of learning resource/s and communication of results so far
January–mid-November 2017	Testing, feedback, reiterations
1 December 2017	Conclusion of the multi-phased competition and announcement of results

## **5 THE CONTRACT**

### **5.1 Entering into Contract**

This pre-commercial procurement involves signing parallel framework agreements with up to 5 suppliers that ranked highest after the evaluation of the concept document, video and simple interactive prototype seen in relation to the allotment criteria; see Part 2 “Rules for the Competition” in the tender documents.

## **5.2 The Period of Contract**

The framework agreements are valid until 01.12.2017 as of the day of their signing. Any delay to scheduled progress plan (cf. Section 4.2) will result in an extension to the contract amounting to a period of time equal to that of the delay.

All contractual obligations between the parties will cease and the supplier will be paid for any completed work in a given phase, if the supplier is not selected for a subsequent phase in the course of the innovation procurement - see Section 4.1.2 above and Part 2 "Rules for the Competition" in the tender documents.

## **5.3 Terms of Contract**

The contractual relationship is regulated by the framework agreement (to be published approximately mid-February 2016) and the call-off contract published for each phase of the competition. The framework agreement is based on Innovation Norway's Public Research and Development Contract (OFU).

## **5.4 Remuneration**

The Client will support the project with finances by purchasing innovation services from selected suppliers, with the purpose of providing extensive support and motivating innovation. The Client has set the budget for this project at up to NOK 15 million (approximately USD 1.7 million) to purchase innovation services that are distributed in the different phases of the pre-commercial procurement.

Suppliers that are selected for participation in the different phases of the competition will be allocated economic support for development through the Client's purchases of agreed deliverables from the suppliers. That means there is no remuneration for the deliveries associated with bids not selected in Phase 0 (Concept design and simple prototype).

In phases 1-3 Norad will contribute with funds that are specifically earmarked for each phase, as outlined below:

- For Phase 1, Norad will pay up to the sum of NOK 2 500 000, distributed evenly among up to five suppliers in accordance with milestones specified in the call-off contract for Phase 1. The selected suppliers will each receive NOK 150 000 out of these funds upon entering into contract, to work towards the initial deliverables.
- For Phase 2, Norad will pay up to the sum of NOK 7 500 000, distributed evenly among up to three suppliers in accordance with milestones specified in the call-off contract for Phase 2.
- For Phase 3, Norad will pay up to the sum of NOK 5 000 000, distributed evenly among up to two suppliers in accordance with milestones specified in the call-off contract for Phase 3.

Available total funding can therefore be between NOK 5 500 000 and 15 000 000 for a supplier that has been funded through all three phases, depending on how many other suppliers are selected.

In the exceptional circumstance of one or more suppliers using an alternative licensing model, the funds might not be distributed evenly (suppliers using an alternative licensing model will be compensated less).

See Part 2 “Rules for the Competition” for details on allotment criteria for each phase.

## **6 THE COLLABORATION GROUP**

### **6.1.1 The Norwegian Ministry of Foreign Affairs (MFA)**

Most of the funding for this project comes from the MFA. The project is one of several Norwegian interventions to help provide education for children in countries affected by war, conflicts and other crises. Education is given high priority in Norway’s foreign and development policy in line with the [White Paper on Education for Development](#). Priority areas are education in crises and conflict settings, education for girls, quality in the learning process, skills for work, and reaching the most vulnerable children. Innovation will be vital for achieving progress in these areas.

### **6.1.2 The Norwegian University of Science and Technology - NTNU**

NTNU is Norway’s largest university and a leader in engineering and technology. In addition to engineering and the natural and physical sciences, the university offers advanced degrees in other academic disciplines including social sciences, the arts, medicine, architecture and fine arts.

*In the EduApp4Syria-competition, the Department of Computer and Information Science at NTNU will contribute with their research and expertise within game technology, game-based learning, e-learning, m-learning, and software engineering. NTNU’s main responsibilities in the project will be leading and coordinating the competition, monitoring app development and maintenance, and leading the research related to the effects of using the chosen app(s).*

### **6.1.3 All Children Reading: A Grand Challenge for Development**

Launched in 2011 by the [US Agency for International Development](#) (USAID), [World Vision](#) and the [Australian Government](#), All Children Reading: A Grand Challenge for Development is an ongoing series of [competitions](#) that leverages science and technology to create and apply scalable solutions to improve literacy skills of early grade learners in developing countries.

*For the EduApp4Syria competition, the All Children Reading partners will provide input on prize design, provide Arabic and early grade literacy technical expertise, offer communication coordination, conduct outreach to its solver and partner networks, manage US media relations support, and assist with the organization of field testing and evaluation.*

### **6.1.4 Orange Group**

Orange is one of the world’s leading telecommunications operators. Present in 32 countries, Orange has a total customer base of more than 240 million customers. Orange’s research and development division, known as “Orange Labs”, strives to develop its portfolio of innovative projects with high-growth-potential customer solutions. Orange Labs works on technological innovations and changes in the fields of mobile payment, health and

education; and helps develop Orange's ecosystem through new partnerships and new offers. The Orange Labs division has research and development facilities present on four continents and consists of a global network of research and innovation teams.

*In the EduApp4Syria-competition, the Orange Labs division will assist in extensive outreach to potential competitors and promote the winning application/s through communication campaigns with the help of other divisions like StarAfrica <http://en.starafrika.com/> and Orange Business Units located in the AMEA zone.*

#### **6.1.5 INEE – Inter-Agency Network for Education in Emergencies**

The Inter-Agency Network for Education in Emergencies (INEE) is an open global network of individuals and representatives from NGOs, UN agencies, donor agencies, governments, academic institutions, schools and affected populations, working together to ensure all persons the right to quality, relevant and safe education in emergencies and post-crisis recovery. INEE serves its members through community-building, convening diverse stakeholders, knowledge management, amplifying and advocating, facilitating and learning, and providing members with the resources and support they need to carry out their work on education in emergencies.

*In alignment with INEE's functions, INEE serves as an important source of knowledge of education in crises and conflict for the EduApp4Syria-competition. INEE will provide input and quality assurance to specifications and selection processes; generate knowledge and awareness about the project among humanitarian organizations and other relevant stakeholders working on education in emergencies; and use its professional and communications network to inform potential users of the application about the learning resource once it has been developed.*

#### **6.1.6 The National Supplier Development Programme**

The National Supplier Development Programme is a Norwegian partnership which includes government agencies, national innovation operators, municipal governments, the business sector and industry. The programme's vision is to utilize public procurements actively to stimulate competition, business development and innovation in order to lay the foundation for acquiring essential products and services at good market conditions that benefit the customers of public services.

*The programme will assist this project by providing knowledge and expertise in methods applied and used to find a feasible solution.*