

Ref: CA/SCM/OT/25/2023-2024

29th November, 2023

Addendum No. 2

To All Bidders,

REF: OPEN NATIONAL TENDER FOR SUPPLY, DELIVERY, INSTALLATION AND MAINTENANCE OF A VOICE TELEPHONE SERVICES BYPASS FRAUD DETECTOR SYSTEMS (SIM BOX DETECTOR) CA/SCM/OT/25/2023-2024

Please refer to the above-mentioned tender that was advertised through MY GOV on 14th November 2023.

In accordance with clause 6.2 of the tender document available on our website, and the supplier’s portal (PIIP), the Authority hereby provides responses to the clarifications sought by some prospective bidders arising from the pre bidders conference held on 23rd November 2025 as indicated in table 1 below: -

Table 1: Response to the Clarification

No.	Requirement	Clarification Sought	CA Response
1	Ability to receive at least 16 simultaneous calls towards 16 physical SIM cards , spread as two per mobile operator Note the SIM cards MUST be replaced every month .	Our research shows 4 kenyan mobile operators. That would make 4 physical SIM Cards per operator instead of 2 Kindly confirm Our innovative TCG Technology can use real subscribers to do testing. Below are the key advantages for that : <ul style="list-style-type: none"> • Real live subscribers are ready to make test calls from all over the world to any international numbers at any time avoiding blacklisting technics from rogue carriers. • No integration is needed with operator’s network, calls are received on live B subscribers. • Wide coverage of countries and operators to initiate calls 	Kenya has 4 mobile operators, and to achieve the 16 simultaneous calls , we shall need four (4) SIM cards per operator Upon submission of Bids , they will be subjected to a technical committee to assess and analyse the merits of each submitted proposal against the minimum specifications provided in the tender document . A decision will then be made on the best solution that meets the minimum specifications and is the lowest bid in terms of price

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		<p>from.</p> <ul style="list-style-type: none"> • OTT termination detection. • Reliable testing mechanism with minimal false positives. • Scalability and flexibility in managing tests from specific countries and operators. • Support of high number of test daily calls. • A-side (caller) doesn't know beforehand to which number the call will be made. This will ensure protecting the CDR data from fraud during the testing. <p>Please confirm If we can use that, which is better than requested</p>	
2	Non-intrusive solution which is a standalone system with no integration requirement with service providers	Can you confirm that no automatic blocking of detected numbers will be required in this BID ?	The solution should be rolled out without involvement of network operators, for confidentiality reasons. The selected SIM cards to be used should therefore not be known to mobile operators
3	Ability to test from any network anywhere in the world	This statement being very generic, we would like to understand if the intent of the customer is for the supplier to have the ability to generate calls from all the mobile operators in the world ? The requirement after this one is talking about 100 origination countries.	The minimum requirement is 100, but in the event it is noted or suspected that bulk of bypass fraud traffic is from a country not among the 100, the service provider should be able to include that country within the shortest time possible

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4	listing of suspected IMSI and IMEI with location and time stamp details	TCG Technology can only output MSISDN as detected by the receiving party. It's not possible to have the associated IMSI/IMEI, except if an integration with each operator API/HLR is possible. Please confirm.	When IMSI /IMEI are required from operators, the Authority will use existing legal and regulatory framework to obtain the information from operators . This will be handled outside the system
5	The Authority intends to acquire a SIM Box Detector for use in identification of Sim Boxing, Call Refilling, Call Spoofing, and Call Hijacking activities in the country. The solution will generate random international calls from different parts of the world to local numbers, tracing the entire route traversed by the calls , noting the end Calling Line Identification details.	TCG technology can report the origination network/route, and the destination CLI and route, but it's not possible to trace every hop of the call in the interconnect cloud. Please confirm that this is what's intended by this requirement.	The system should be able to identify origination, destination CLI and route. Upon providing this information, the Authority will liaise with mobile operators outside the system to obtain any additional information that may be required in its further detailed investigations
6	Using Artificial Intelligence capability, detect SIM boxing and call refilling	In order to differentiate simboxing and refilling, it's sometimes needed to operate a completed call and ask the kenyan operator to provide the call CDR. Please confirm that we can include connected calls in our offer as well as the ability of the kenyan operators to collaborate by sharing CDRs to confirm the origination of the refilling trunk.	On a case by case basis, the system should be able to terminate a certain percentage of calls, which will be of interest to the Authority for the distinction. This will not be more than 10% of the total calls . The solution should also have an artificial intelligence module to avoid counter detection.
7	G. Certification Provision of certified reports usable in a court of law with formal proof of fraud	In order to have a certified proof of bypass, it's important for the operator to generate a CDRs. Most of the operator require completed calls to be able to generate a CDRs. A provision of completed calls is needed. Please note that our	Yes, on a case by case basis, the system should be able to terminate a certain percentage of calls, which will be of interest to the Authority for the distinction. This will not be more than 10% of the total calls

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		<p>platform is able to generate call proofs in form of CDRs, but those can't be found at the operator level, if the calls are not complete. Please confirm that we can provision completed calls in our proposal.</p>	
8	<p>Ability to receive at least 16 simultaneous calls towards 16 physical SIM cards , spread as two per mobile operator Note the SIM cards MUST be replaced every month .</p>	<p>As per our experience, having only 4 SIMs per operator to receive 50K calls monthly is very low, there is a high possibility for fraudsters to figure out the existing TCG campaign, it can whitelist those numbers that are being used to receive the testing calls during the campaign which leads to a very low detection rate. to reduce this risk and reach to high volume of calls, provision of Virtual SIM Cards by each operators to forward the calls to physical sims will be needed. Can you confirm that the operators will be able to provide virtual numbers for testing ?</p>	<p>The system is to be implemented without the knowledge of operators as to which numbers are in use for bypass fraud detection.</p> <p>The service provider will be required to change the numbers monthly, plus the need to deploy an artificial intelligence module to counter detection.</p> <p>The proposed number is a minimum number and service providers can propose a suitable number they feel will acheive the objective.</p>
9	<p>Quoting currency</p>	<p>This is to point to the Authority regarding the recent volatility of the Kenya Shillings against US Dollar in the market. Since the tender asks for support for 3(three) years the Forex volatility will have a severe impact on the financials of the project. Under this circumstance kindly clarify the following</p> <ol style="list-style-type: none"> 1. Is the bidder is allowed to quote in US Dollar and will the authority make the payments in US Dollars 	<p>Response to query no. 1. We wish to bring your attention to the following instructions in the tender document Section II-Tender Data sheet (TDS): ITT 14.2: The tenderer is required to quote in the currency of Kenya Shillings. ITT 31.1: Price quoted must be in Kenya Shillings.</p> <p>Response to query no2. ITT 13.5: The prices quoted by the tenderer shall not be subject to adjustment during the performance of the contract.</p>

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		<p>2. In case the bidders are not allowed to quote in US Dollars will the authority allow variation in contract price in year 2 & 3 as per the rate of change in inflation of Kenya Shillings.</p>	<p>Tenderers to bear in mind and follow the instruction in the above clauses/instructions because they are mandatory, for if not observed the tenderer's bid will be considered nonresponsive. clauses/instruction as they prepare their bid document</p>
10	<p>Solution capabilities: Ability to receive at least 16 simultaneous calls towards 16 physical SIM cards, spread as two per mobile operator Note the SIM cards MUST be replaced every month.</p> <p>Performance: Ability to generate at least 200,000 calls tests per month spread as 50,000 per operator per month</p>	<p>We comply to this requirement. To achieve generating 50,000 test calls per operator, 16 physical SIMs (6 SIMs per operator) would not be sufficient in terms of the number of attempts required per month where those limited 16 SIMs can be easily detected from fraudster detection.</p> <p>The ideal and safe way to protect the test numbers is to have additional 1000 virtual numbers per each operator to be forwarded to those 16 SIM numbers to be replaced every month</p>	<p>The system is to be implemented without the knowledge of operators as to which numbers are in use for bypass fraud detection.</p> <p>The service provider will be required to change the numbers monthly , plus the need to deploy an artificial intelligence module to counter detection.</p> <p>The proposed number is a minimum number and service providers can propose a suitable number they feel will acheive the objective.</p>
11	<p>Records: listing of suspected IMSI and IMEI with location and time stamp details</p>	<p>We comply to this requirement. To fulfill this requirement, it requires integration with the mobile operators' systems to acquire the fraudulent IMSIs, IMEIs and their location. However, this requirement contradicts with another one stating "Non-intrusive solution which is a standalone system with no integration requirement with service providers". Please clarify.</p> <p>Is the IMSI Catcher part of the requested scope where the</p>	<p>The system shall be non intrusive and any analysis that will require data from the operators shall be handled outside the system using established mechanism between the Authority and the operators . Upon being granted the data , the solution provider should be able to use the data to obtain the IMSI and IMEI information.</p> <p>No, the scop is on detection of bypass fraud call.</p>

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		exact location of a fraudulent SIMbox is identified?	
12	Reports: - Metadata of the refilled calls - End to end path taken by the detected calls with the metadata of the nodes traversed	Please elaborate more about the Metadata.	The metadata will include the origin country, the originating MSISDN, the displayed MSISDN at the receiving node, the nodes traversed, time and date of call.
13	Bid submission	whether a foreign company is allowed to prime bids or are only Kenyan entities allowed to participate directly	Tender document under Section III: Evaluation and qualification criteria: Mandatory Requirement No. 3 requires tenderers to submit current CR12-showing 100% ownership by Kenyan. It further clarifies that : The tender is exclusively reserved to firms that Kenyans own 100% shares.

ALL other conditions of the tender remain unchanged.


Peter Mwangi
FOR: DIRECTOR GENERAL