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**Terms of Reference**

**Engagement of a Firm for the Development of Stakeholders’ Assessment, Engagement and Management Strategy for the West Africa Unique Identification for Regional Integration and Inclusion (WURI) Project**

1. **Background**

1. ECOWAS Member States, specifically Benin, Burkina Faso, Côte d’Ivoire, Guinea, Niger, and Togo are currently implementing a multiphase programme with an overall Programme Development Objective (PrDO) of increasing the number of persons in participating countries who have government-recognized proof of unique identity that facilitates their access to services. This Multiphase Programmatic Approach (MPA), financed by the World Bank, is currently being implemented over phases - with Côte d’Ivoire, Guinea and the Commission being part of Phase 1 approved in 2018, and Phase 2, covering Benin, Burkina Faso, Niger, and Togo approved in 2020.
2. The programme, which relies on the ECOWAS Protocol of Free Movement of Persons, takes a series of national perspectives allowing countries to join when they are ready, and to join at different implementation levels so far as they subscribe to the same PrDO, take the same basic approach, and adhere to the Principles of Identification for Sustainable Development. The Programme has three main components, structured through country-level operations:
3. *Strengthening the legal and institutional framework:* Under this component, the programme will finance the preparation, development, and implementation of the legal and institutional framework necessary to structure robust, interoperable foundational ID (*f*ID) systems across participating countries. Fundamentally, this component will finance the development of laws creating a universal, *f*ID system for all persons in the territory state and being uniquely identified in an unintelligible way (i.e., the Unique Identification Number (UNI) is unique and random).
4. *Establishing robust and reliable foundational ID systems:* Under this component, the creation of *f*ID systems based on issuing UINs linked to biometric data, collected in accordance with international quality standards, will be developed.
5. *Enabling access to services through fIDs*: Under this component, support will be given to linking the above-developed *f*ID systems to public and private service delivery, both nationally and across participating countries.
6. The programme aims to establish interoperable *f*ID systems in the participating ECOWAS Member States which will serve as one path towards the effective deployment and implementation of the ECOWAS National Biometric ID Card (ENBIC) system as adopted by the Authority of Heads of State and Government in 2014 for intra-regional mobility. While the financing of *f*ID systems will be done at the country level, allowing linkages to country-level services, the overall regional programme coordination will be done through the ECOWAS Commission. The Commission’s role as a regional governing body is critical for ensuring the interoperability of Member States *f*ID systems and mutual recognition of credentials. Specifically, the aim is to enhance and foster inter-agency collaboration and strengthen regional engagement across ECOWAS Member States through the facilitation of dialogue for mutual recognition of *f*ID systems.
7. **Rationale**
8. Despite high level of intra-regional mobility estimated at 70 percent of the population, about 196 million people (53 percent of the population) are unregistered and do not have proof of identification.[[1]](#footnote-2) The lack of identification limits people’s access to critical services and becoming full members of society; with exclusion being worst for the poorest.[[2]](#footnote-3) Identification can serve as a key enabler for eradicating poverty and for achieving a broad range of development outcomes. Target 16.9 of the Sustainable Development Goals (SDGs) recognises the centrality of proof of identification in assuring an inclusive world: to *“provide legal identity for all, including birth registration”* by 2030.
9. One of two different perspectives is typically taken for ID systems: either a broad, nationwide ID perspective, or a narrow, sectoral one, wherein functional identity credentials are used to deliver services, and thus leads to a fragmented, untrustworthy identification landscape with substantial inefficiencies and costs for both the private and public sectors. Issuing a series of single-use, functional identity credentials—at every point of service delivery—is costly, administratively inefficient and undermines effectiveness, with the negative effects being disproportionately borne by the poor and marginalised groups.
10. Further, multiple, parallel identification systems result in poor data, confusion, and duplicative spending of scarce resources. For instance, in 2015, one-off voter registration systems cost African states approximately US$1.4 billion. These costs include the production of biometric identity cards. Costs typically range from US$5–10 per card but can go as high as US$46 (in Côte d’Ivoire); in Nigeria, a one-off biometric, voter-registration exercise cost US$8.6 per voter and totaled approximately US$627 million yet registered only 70 million voters of its roughly 95 million eligible voters (less than 74%).[[3]](#footnote-4)
11. The proposed *f*ID systems will provide unique identification of individuals and government-recognised *f*ID credentials upon which both the public and private sector can subsequently rely for transactions and service delivery. Typically*, f*ID systems sync with civil registration (CR) systems and interoperate with sectoral systems (*e.g.,* social protection, health, education, financial services, population, or travel), without connoting legal status.[[4]](#footnote-5) Increasing access to identity and building unified identification systems is beneficial at all levels - the individual, the state, and the region. *F*ID systems can reduce overall costs to government and to beneficiaries by eliminating unnecessary spending on fragmented functional ID systems; improve access to, and quality of frontline programmes such as cash transfers and pensions; reduce errors of inclusion and exclusion; and improve monitoring and resolution of error, fraud, and corruption. As such, assistance is more likely to reach intended beneficiaries.
12. At the regional level, establishing *f*ID systems that are interoperable across ECOWAS Member States would yield both domestic and regional benefits due to the free movement of persons. ECOWAS Member States are all at different stages of design or development in (i) establishing their own robust legal and institutional frameworks, (ii) building systems to register individuals, and (iii) enabling authentication processes for access to services through interoperability. Given these realities, the WURI programme aims to support participating countries across these three aspects.
13. It is against this background, the objective of cross-border interoperability of identification systems and access to services, and within the context of the World Bank financing that the ECOWAS Commission is engaging the service of a Firm to undertake an assessment of the stakeholders in the digital identification ecosystem, inclusive of public and private functional service providers and based on this assessment, develop the stakeholders’ engagement and management strategy. This activity is central to the delivery of the regional engagements needed for programme implementation. The strategy should serve as the means through which the Commission coordinates interactions and collaboration among stakeholders and ensures quality relationship with the stakeholders in the region.
14. **Objective of the Assignment**
15. The objective of the assignment is to conduct a comprehensive stakeholders’ assessment and elaborate the stakeholders’ engagement and management strategy which will amongst things serve the purpose of:
16. Sensitising all relevant stakeholders in the identification ecosystem to have a good understanding of the importance of a phased approach of using *f*ID systems to implement the ECOWAS National Biometric Identity Card (ENBIC);
17. Engaging the critical stakeholders to secure a common position on the regional agenda of *f*ID systems interoperability and mutual recognition of *f*ID credentials that enables access to services across the participating Member States;
18. Enhancing and fostering inter-agency collaboration and dialogues amongst the WURI participating Member States with the purpose of establishing interoperable *f*ID systems and mutually recognisable *f*ID credentials that enable access to services across the participating Member States;
19. Informing of the broad spectrum of stakeholders for the purpose of developing audience-sensitive advocacy and sensitisation messages during the programme lifetime.
20. Engaging other actors operating in the digital identification and e-service delivery space within the West African region and the continent at large such as the BCEAO, Smart Africa, African Union etc. for the purpose of knowledge and experience sharing, creating synergies and partnerships where possible.
21. **Scope of Work**
22. The assessment and strategy will cover all the fifteen (15) ECOWAS Member States and be conducted taking into cognisance the three official languages spoken in the region.
23. The Firm will hold consultations with: Benin, Burkina Faso, Cabo Verde, Côte d’Ivoire, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, The Gambia, Senegal, Sierra Leone, and Togo in order to ascertain the objective of the assignment and synthesise the findings from all the Member States into one document.
24. **Job Description**
25. The Firm will be required to deliver on a comprehensive assessment of the identification management stakeholders in the ECOWAS region who have the potential to affect the success of the WURI programme as well as the development of their engagement and management strategy. These include entities at all levels - the foundational public, private institutions, the functional public and private service providers, including the regional and continental organizations, development agencies, and actors operating on digital identification and e-service delivery space – which by virtue of their functions, should be involved in and/or informed of the WURI programme. More specifically, the assignment will include but not limited to:
    1. **Assessment of stakeholders within the ECOWAS region and Africa**
26. Comprehensively identify the stakeholders in the foundational and functional ID ecosystem in the Member States, paying special attention to those in decision-making positions and consolidate the findings into one document.
27. Outline the functions of each stakeholder, clarify how their functions align with and would contribute to the objective of the project and indicate the appropriate stakeholders to be engaged for regional level consultations.
28. Pay special attention to the opinion leaders existing in the identity and service ecosystems who based on their level of interest and influence may affect the achievement of the objectives of the programme.
29. Categorise the stakeholders by sector and by the regional institution representing their interests, where applicable.
30. Indicate and evaluate the institutional and political concerns that may adversely hinder the stakeholders’ participation in the project, drawing from the stakeholders’ assessment and consultations.
    1. **Stakeholders’ engagement and management strategy**
31. Based on above findings and taking into cognisance the state of play in identification management in non-WURI Member States and the accomplishments in the WURI participating Member States, elaborate an effective stakeholders’ engagement and management strategy for securing consensus on the regional agenda of regional *f*ID systems interoperability and mutual recognition of *f*ID credentials for accessing services. The strategy should consider each stakeholder’s interests, influence, expectations, and strategic importance to the regional agenda.
32. Indicate the appropriate forms of involvement for the different stakeholder groups and recommend the stage at which each stakeholder should be involved in the regional dialogues and project implementation where necessary.
33. Compile a comprehensive list of the appropriate officials from each Member State that should be involved in the consensus-building effort. Indicate their contact details (name, designation, institution, address, email address and mobile number).
34. Examine the existing risks and propose the risk-mitigating strategies for the successful implementation of the project.
35. Propose, based on consultations held with Member States, the composition of a regional institutional coordination and collaboration framework that is ideal for delivering the regional agenda of *f*ID systems interoperability and mutual recognition for accessing services.
36. Propose the appropriate approach and working techniques with the critical stakeholders that will guide the project implementing entities on ways and processes for meeting their needs/expectations and foster appropriate engagement in project activities throughout the project life cycle.
    1. **Restitution**
37. Present the consolidated draft Stakeholders Assessment, Engagement and Management Strategy to the ECOWAS Commission and the World Bank for comments and incorporate the comments into the document.
38. Present the Strategy to the Member States at a regional validation workshop of the document and thereafter incorporate the comments and inputs from the meeting into the final Strategy*.*
39. Present the Stakeholders Assessment, Engagement, and Management Strategy at other meetings at informed future dates, if necessary. The cost associated with these participations are exclusive of the current contract duration, thus it will be covered by the project.
40. **Methodology**
41. The Firm will study and hold consultations with the WURI participating Member States to facilitate better understanding of the programme.
42. The Firm will work closely with the Project Implementing Units at the Commission for better coordination with the Member States focal contacts and facilitate the preparation of a work plan for undertaking the assignment. This assignment will additionally require collaboration and coordination with the Firm undertaking an assessment of Member States *f*ID systems and developing the regional strategy for *f*ID systems interoperability and mutual recognition of *f*ID credentials for purpose of consistency in engagements and harmony of findings.
43. It is crucial that all the experts who will undertake the field missions should be on the same level of understanding of the task. To this end, the experts will be required to intermittently regroup and reassess the overall task to ensure harmony and consistency of the deliverables.
44. Preparation of detailed assessment questionnaires translated in the receiving country’s official language. All assessment questionnaires should be sent to the appropriate authorities at least two (2) weeks prior to arrival in the respective Member States.
45. Desk/background review and analysis of relevant documents including, but not limited to relevant WURI programme documentation, Member States identification systems, research studies relevant to identification management in the region with the goal of identifying the relevant stakeholders in the identity ecosystem and proposing the best strategies for engaging and managing them.
46. Field-based research and roundtables, local consultation meetings with a broad spectrum of stakeholders in the foundational and functional ID ecosystem. Consultation could be conducted virtually as much as possible and participatory analysis could be employed.
47. The ECOWAS Directorate of Free Movement of Persons and Migration should be contacted on all matters relating to this assignment. The Directorate will facilitate contact with the Member States through the ECOWAS National Offices which shall provide in-country support in facilitating access to the stakeholders.
48. **Deliverables**
49. This assignment has the following deliverables:
50. An inception report detailing the proposed outline of the document, methodology, phases of the assignment, work plan, timeframe and milestones leading to the deliverables, cost implication, and detailed assessment questionnaires. The assessment questionnaires for the National Institutions should be translated in each country’s official language which may be either English, French, or Portuguese;
51. A draft document consisting of two (2) parts: (i) Stakeholders Identification and Assessment, and (ii) Stakeholders Engagement and Management Strategy, addressing comments and incorporating contributions made by the ECOWAS Commission and the World Bank;
52. A final validated Strategy of not more than sixty (60) pages in English language, to be submitted to ECOWAS after incorporating all salient contributions from ECOWAS, World Bank, and the Regional Stakeholders’ Validation Meeting;
53. An abridged version of not more ten (10) pages and a digestible PowerPoint presentation of the Strategy.
54. The following annexes should be attached to the Final document:
55. A comprehensive list of stakeholders identified and consulted;
56. All data and references consulted;
57. Any other materials that are relevant to the Report.
58. All documents are to be submitted in electronic editable format.
59. **Supervision Arrangement**
60. The Firm will work under the supervision of the Project Coordinator/ ECOWAS Director of Free Movement of Persons and Migration. Therefore, the Director has oversight over the delivery of this assignment.
61. The Firm, including the team undertaking missions to the Member States will be expected to liaise extensively with the Project Manager and the Programme Assistant to coordinate with the Member States in the delivery of the assignment.
62. **The Consultancy Duration**
63. The contract duration will be forthree (3) months.
64. The periods are inclusive of all travels, submissions of draft documents, revisions, participation at the validation workshop and the review and official submission of the Final document by the Firm.
65. The draft Stakeholders Identification and Assessment Report and draft Stakeholders Engagement and Management Strategy are expected within six (6) weeks and nine (9) weeks respectively from the commencement of the contract. And the final documents MUST be available latest three (3) months following the signature of the contract.
66. **Payment**
67. Payments shall include the consulting fees and other travel-related cost (economy flight tickets) to the Member States. Payment shall be based on accomplishment of specific assignment as indicated below which must be attached per payment request:
68. 25% of the total remuneration to be paid upon validation of inception report, assessment questionnaires and adoption of final work plan for undertaking the assignment.
69. 15% to be paid upon completion and presentation of the draft Stakeholders Assessment, accepted, and approved by the ECOWAS Commission and the World Bank.
70. 15% to be paid upon production of the draft Stakeholders Engagement and Management Strategy, accepted, and approved by ECOWAS Commission and World Bank.
71. 45% to be paid upon completion and submission of the final validated document.
72. All payments per request shall be made paid upon presentation of actual supporting documents to that effect at the end of the specific task.
73. **Required Qualifications and Experience**

* The Firm must demonstrate adequacy of human resources for undertaking the assignment.
* It must provide evidence of having undertaken similar assignments, with at least two (2) samples of finalized reports proving an ability of formulating communication and engagement strategies.
* The Firm must demonstrate the ability to carry out contextual stakeholders’ mapping and analysis.
* The experts undertaking the field missions should possess at least a Bachelor’s Degree in Social Sciences or related discipline, with five (5) years’ experience or a Master’s Degree with three years’ experience in qualitative social science studies.
* They should be experienced in engaging with a broad spectrum of stakeholders and facilitating discussions.
* They should possess familiarity with digital identification, social protection delivery and e-government systems.
* They should also possess the ability to elicit information from various stakeholders and articulate their submissions into project implementable recommendations.
* Each expert must possess oral and written communication skills in the official language of the assigned country.
* The knowledge of any of the other official languages of ECOWAS will be an advantage.
* Knowledge of ECOWAS and its Member States will be an added advantage.

1. **Application and Selection Procedure**
2. Interested Firms that meet the above-listed requirement are invited to submit their Expression of Interest to the **Procurement Division, ECOWAS Commission, 101 Yakubu Gowon Crescent, Asokoro, Abuja, Nigeria** in sealed envelopes with the subject line *“ECOWAS Stakeholders Assessment, Engagement and Management Strategy for the West Africa Unique for Regional Integration and Inclusion project”.*
3. For an application to be considered valid, it must contain the following: (1) company profile, (2) company certificate of registration, (3) a self-declaration from the Firm to the effect that no partner of the Firm has been found guilty of professional/other misconduct by any institution, (4) Detailed citation of the Firm’s relevant experience, (5) curricula vitae of the experts who will undertake field missions, demonstrating the relevant qualifications and experience, (6) Functional e-mail address and, mobile number of the Firm, (7) The outline of the document, methodology, phases of the assignment, work plan, timeframe and milestones leading to the deliverables, (8) A financial proposal for undertaking the assignment quoted in US Dollars. Both the financial proposal and technical proposal should be submitted together, but in separate sealed envelopes.
4. Selection of successful applications will be based on consultant’s qualification.
5. Please be informed that the Consultancy will be executed in accordance with the Bank’s “[Procurement](http://www.worldbank.org/html/opr/procure/guidelin.html) Regulations for IPF Borrowers” dated July 2016 revised on November 2017 (“Procurement Regulations”), which can be found at the following website: [www.worldbank.org](http://www.worldbank.org).

**Please note that only applications that meet the requirement will be accepted and only those shortlisted will be contacted.**

1. ID4D, Global Dataset, 2017, <https://data.worldbank.org/data-catalog/id4d-dataset>. [↑](#footnote-ref-2)
2. Ditto [↑](#footnote-ref-3)
3. Alan Gelb, Anna Diofasi. Biometric Elections in Poor Countries: Wasteful or a worthwhile investment? Center for Global Development, <https://www.cgdev.org/sites/default/files/biometric-elections-poor-countries-wasteful-or-worthwhile-investment.pdf>. For population statistics in Nigeria, *see* ID4D Global Dataset, at [*https://data.worldbank.org/data-catalog/id4d-dataset*](https://data.worldbank.org/data-catalog/id4d-dataset). [↑](#footnote-ref-4)
4. Some legal identification systems, such as the national ID programmes of Peru, Pakistan and many other countries, are linked to national status, while others are not. India’s Aadhaar system, for example, has de-linked the concept of nationality from identification in order to establish the uniqueness of the country’s 1.2 billion residents and create a platform for secure authentication by third parties for service delivery. *See* Gelb & Clark (2013). Aadhaar means “foundation” or “base”. [↑](#footnote-ref-5)