



ECOWAS COMMISSION
COMMISSION DE LA CEDEAO
COMISSÃO DA CEDEAO

Terms of Reference

Engagement of a Consultant to Develop the Monitoring and Evaluation Framework for the West Africa Unique Identification for Regional Integration and Inclusion (WURI) Programme

A. Background

1. The WURI programme, financed by the World Bank, is a multiphase programme currently implemented in six ECOWAS Member States with Côte d'Ivoire, Guinea, and the Commission being part of Phase 1 approved in 2018; and Benin, Burkina Faso, Niger, and Togo being part of phase 2 approved in 2020. The programme relies on the ECOWAS Protocol of Free Movement of Persons and 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 programme development objective, follow the same approach, and adhere to the Principles of Identification for Sustainable Development.
2. The overall Programme Development Objective (PrDO) is to increase the number of persons in participating countries who have government-recognized proof of unique identity that facilitates their access to services. The programme comprises of three main components, structured through countries-level operations:
 - a. *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 *flD* systems across participating countries. Fundamentally, this component will finance the development of laws creating a universal *flD* 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).

- b. *Establishing robust and reliable foundational ID systems:* Under this component, the creation of fID systems based on issuing UNIs linked to biometric data, collected in accordance with international quality standards will be developed.
 - c. *Enabling access to services through fIDs:* Under this component, support will be given to linking the above-developed fID systems to public and private service delivery both nationally and across participating countries.
3. Whilst implementation occurs directly in individual countries, the Commission is responsible for enhancing and fostering inter-agency collaboration and strengthening regional engagement across ECOWAS Member States through the facilitation of dialogues aiming to establish cross-border fID systems interoperability and mutual recognition of fID credentials for access to services. In this context, the ECOWAS Commission is responsible for monitoring and evaluating progress of implementation of the programme to achieve its objectives of foundational identity (fID) systems interoperability and mutual recognition of fID systems credentials for access to services, and regional integration.
4. The Project Implementation Units in the countries specifically, will be responsible for carrying out the main M&E functions across all project components, including the specification of data points for the indicators, standard protocols and guidelines for data collection and use for the duration of the programme, provision of quarterly monitoring tables and progress reports on all PDO, intermediate level results indicators, additional country-level indicators specified in the country projects' respective M&E plans to the World Bank during routing implementation-support missions.
5. The programme design stage envisioned a monitoring and evaluation (M&E) plan specifying that progress towards the achievement of the country's specific Project Development Objectives (PDO) will be measured based on the PDO level and the Intermediate Results indicators as part of the Project's Results Framework¹. Projects management and monitoring mechanisms and systems established in the countries will be used to collect relevant data and information pertaining to measuring results, including project outcomes and quality of project execution.

¹ PAD2480. World Bank. 2018. Côte d'Ivoire, Guinea and ECOWAS Commission – West Africa Unique Identification for Regional Integration and Inclusion Project. Washington, DC:

<http://documents.worldbank.org/curated/en/771571528428669934/Côte-d'Ivoire-Guinea-and-ECOWAS-Commission-West-Africa-Unique-Identification-for-Regional-Integration-and-Inclusion-Project> and PAD3556. World Bank. 2020, West Africa - Unique Identification for Regional Integration and Inclusion - Phase 2, available at: <https://documents1.worldbank.org/curated/en/261151588384951057/pdf/Benin-Burkina-Faso-Togo-and-Niger-Second-Phase-of-West-Africa-Unique-Identification-for-Regional-Integration-and-Inclusion-WURI-Project.pdf>

6. Success of the WURI programme is measured against the achievement of the indicators as set out in the Results Framework of the WURI programme's Appraisal Documents (PAD), inclusive of the aspect pertaining to cross-border mutual recognition of fID credentials to access services. The main indicators pertaining to the objectives of the WURI-ECOWAS programme include:
 - a. The PDO indicator 4 on Access to Services: measuring the number of national or regional functional public and private services linked to the fID systems, and
 - b. The Intermediate Results indicator by component on Regional Integration: (i) measuring the agreement amongst countries on mutual recognition of UNIs and (ii) measuring the number of programmes that are cross-border users of the fID systems from a participatory country.
7. Whilst the PAD sets out the overall Results Framework, each implementing country and the ECOWAS Commission will need to develop more detailed M&E frameworks to measure progress and inform implementation.
8. It is within this context that the Commission is engaging the service of a consultant to develop the M&E framework, parameters, and tools to guide the Monitoring, Reporting and Evaluation activities for measuring the progress towards the achievement of the programme's objective of mutual recognition of fID systems goal and regional integration through linkages to countries-level activities.

B. Objectives of the Assignment

9. With the ECOWAS Commission as the coordinating institution and with reference to the Project Appraisal Documents (PAD2480 and PAD3556) and the Commission's monitoring and evaluation guidelines, the aim is, by allowing linkages to countries-level activities, to develop a comprehensive framework for achieving the objectives of monitoring, reporting and evaluating the programme's progress towards the achievements of cross-border fID systems interoperability and mutual recognition of fID credentials for access to services and regional integration.

C. Job Description

10. The assignment will entail the below-listed tasks, amongst others:
 - a. To develop the Framework and Tools for Monitoring, Reporting, and Evaluating the performance of the programme, while ensuring that:
 - i. The Framework specifies the Logical Framework for assessing the progress made by the projects towards the achievement of planned results chains

(activity, output, outcomes, impact, and overall objective) measured by the corresponding indicators, baselines, targets, current value, relevant data source, frequency of collection, methodology for data collection, responsible entity for collecting the data.

- ii. The Framework is developed in consultation with the WURI implementing countries, the ECOWAS Commission, and relevant civil society organizations and research organizations.
- iii. A list of indicators for the regional objectives is developed in such a manner that the indicators are manageable and determined in consultation with relevant stakeholders to make it inclusive and well defined. The indicators should be accurately measurable, either qualitatively/quantitatively as appropriate and be directly related to each output, outcome, and impact/result. The use of standard indicators commonly used in e-service delivery is encouraged wherever possible as these are already well defined, with defined tools for measuring them which allows for comparison of results to other programmes and national statistics. The indicators, where relevant, are citizen-oriented and include beneficiary feedback mechanisms.
- iv. The data points and data collection method are ascertained for each indicator– i.e., existing data sources and additional needed data collection, the process for recovering the existing data and newly collected ones, and the frequency of data collection.
- v. The yearly targets are determined, for each Results indicator for monitoring the programme’s progress towards the realization of *f*ID systems interoperability and mutual recognition of *f*ID credentials for access to services and regional integration.
- vi. The Framework factors-in the mechanisms for assessing and ascertaining the programme’s reach, both intended and unintended effects on programme beneficiaries and stakeholders as well as the programme’s contribution in ensuring inclusiveness and deepening integration across the WURI implementing Member States through facilitated *f*ID systems interoperability and mutual recognition of *f*ID credentials for access to service.
- vii. The Framework and tools are user-friendly for data collection and build-in the mechanism for ascertaining the effectiveness of cooperation and coordination amongst the countries.

- b. To develop the implementation guide or plan for monitoring and evaluating the progress of implementation of the programme objectives, while ensuring data quality and using an automated process as best as possible.
- c. To develop the evaluation strategy that draws on the Commission's evaluation criteria related to programme relevance, effectiveness, coherence, efficiency, sustainability/viability, impact, result-based management, ownership, gender equality, and children's right. Building on the monitoring and evaluation frameworks in the WURI Member States where existing, the evaluation method appropriate to the WURI programme should be clarified and provide the parameters for establishing evidence about the how, where, and why/why not the programme is effective in achieving the desired results. The strategy should specify how evaluative data will be captured and be consistent to the projects' operation contexts, learning and operational needs, and the World Bank proposed evaluation criteria, inclusive of the requirements for the Implementation Completion and Results Reporting.
- d. Draft terms of reference for conducting independent annual monitoring and reporting, as well as final evaluation and impact assessment.
- e. To present the draft Framework to the Commission and the World Bank for review, and to WURI implementing countries for validation and to address salient points raised and/or incorporate relevant contributions to produce the Final document.
- f. The Framework and Tools should take into consideration countries and the ECOWAS Commission's monitoring and evaluation systems, the Commission's guidelines and tools, the World Bank monitoring, reporting and evaluation requirements, and ensure that the proposed data collection is complementary to the existing systems, and can be made easily available to stakeholders, including Civil Society Organisations, researchers, and the public. The Tools should include accompanying key visuals for quarterly and annual reporting, and for final programme evaluation and impact assessment.

D. Deliverables

- 11. The Consultant will provide the documents that include:
 - i. Inception report detailing the structure of the Framework, methodology, workplan and milestones for completing the task, and information collection questionnaires from Member States.
 - ii. A validated comprehensive Monitoring, Reporting and Evaluation Framework.

- iii. A detailed Implementation Plan guiding the M&E activities, inclusive of the design and information requirement for the evaluation.
 - iv. Comprehensive tools for indicators and results monitoring, reporting and evaluation, and the terms of references for final evaluation for the implementation completion review.
 - v. Findings gathered during the assignment, assessment of baselines and existing M&E systems and recommendations for addressing gaps identified at the Commission and countries level.
 - vi. Deliverables will be reviewed and certified as satisfactory by the Project Coordinator and the World Bank.
12. All deliverables are to be submitted in English and French languages in an editable electronic version to the ECOWAS Commission.

E. Consultancy duration and period

13. The consultancy is for a period of forty (40) working days from the date of the signing of the contract between the Consultant and the ECOWAS Commission. This number of days is inclusive of the Member States validation date which will be communicated in due course.

F. Coordination of stakeholder consultations

14. The Commission will facilitate contact of the Consultant with the ECOWAS National Offices, and the Project Coordinators of the Member States implementing the programme, who will further facilitate contact with appropriate national focal points for needed information, and any other relevant stakeholders.
15. The Commission and countries' Project Implementation Units will compile background documents to support the delivery of the assignment. It is not envisioned that the Consultant will need to travel to the countries, as such consultations via virtual platforms are strongly recommended.

G. Reporting and Supervision

16. The Consultant will report to and be under the supervision of the Project Coordinator who is also the ECOWAS Director of Free Movement of Persons and Migration. Extensive liaison will hold between the Consultant and the Project Manager and the Programme Assistant.

H. Payment

17. Payments shall include the professional fees and meetings associated costs. Payment shall be based on accomplishment of specific assignment as indicated below which must be attached per payment request:
 - i. 20% of the total remuneration to be paid upon presentation of the inception report detailing the structure of the Framework, methodology, workplan, milestones for completing the task, and information collection questionnaires from the Member States.
 - ii. 40% to be paid upon production of the “*Revised Draft Monitoring and Evaluation Framework for the WURI Programme*” and documents listed in the deliverable section above - accepted and approved by the ECOWAS Commission and the World Bank.
 - iii. 40% to be paid upon completion and submission of the final **(1)** validated comprehensive Monitoring, Reporting and Evaluation Framework, **(2)** Implementation Guideline/Plan, **(3)** Evaluation Strategy, **(4)** Tools for quarterly and annual monitoring and reporting of Results, and end of implementation evaluation of performance, **(5)** Terms of references for final programme evaluation, and **(6)** Final Report with recommendations.
18. All payments per request shall be made upon presentation of actual supporting documents to that effect at the end of the specific request.

I. Required Qualifications and Experience

19. The Consultant is required to possess qualifications, experience, and knowledge in the following areas:
 - a. Advanced university degree from an accredited academic institution preferably in statistics, social sciences; with specialisation in development and/or management research.
 - b. Expertise and experience in designing robust national and international monitoring, reporting and results frameworks, including in indicators development, data generation to demonstrate programme effects for different population segments, reviews of development interventions using qualitative, quantitative, and participatory methods as well as applying appropriate performance frameworks and timely evaluation strategies.
 - c. Experience in the review and evaluation of e-government services at national and/or regional levels and demonstrated understanding of the digital economy in the ECOWAS region.
 - d. Knowledge and understanding of the current issues in digital identification for service delivery.

- e. Excellent experience working with diverse stakeholders, with the ability to conceptualize and integrate diverse views from government authorities, stakeholders, and the broader community.
- f. Good oral and writing communication skills in English and French languages.
- g. Excellent computer Skills, particularly in the usage of Microsoft office and using virtual platforms for meetings.
- h. Demonstrate the ability and willingness to work under pressure within set timelines and as part of a team in a multi-cultural and diverse environment.
- i. Possession of good knowledge of the ECOWAS structure and vocabulary will be an asset.

J. Application and Selection Procedure

20. Interested Consultants who meet the above-listed requirement are invited to address their expression of interest to the **ECOWAS Commission, Directorate of General Administration, Attention: Head of Procurement, Procurement Division, Plot 101, Yakubu Gowon Crescent, Asokoro District, Abuja, Nigeria**, using the subject line “*Development of Monitoring, Reporting and Evaluation Frameworks for the West Africa Unique Identification for Regional Integration and Inclusion Project*” and to send same to the email addresses: sbangoura@ecowas.int with copy to procurement@ecowas.int, asiaw-boateng@ecowas.int, sabubakar-bello@ecowas.int and rguira@ecowas.int
21. A Consultant will be selected in accordance with the *Selection of Individual Consultant* set out in the Consultant Guidelines “*Procurement Regulations for IPF Borrowers: Procurement in Investment Project Financing – Goods, Works, Non-Consulting and Consulting Services, July 2016 revised November 2017*”.

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