



ECOWAS COMMISSION  
COMMISSION DE LA CEDEAO  
COMISSÃO DA CEDEAO

## Terms of Reference

### Engagement of an Individual Consultant to Develop a Communication Strategy for the West Africa Unique Identification for Regional Integration and Inclusion (WURI) Project

#### A. Background

1. An estimated 70 percent of the population of the ECOWAS region are unregistered and do not have proof of identification<sup>1</sup>. The lack of identification limits people's access to critical services and becoming full members of society; with exclusion being worst for the poorest.<sup>2</sup> 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.
2. The West Africa Unique Identification for Regional Integration and Inclusion (WURI) programme proposed foundational ID (fID) systems will provide unique identification of individuals and government-recognised fID credentials, without connoting legal status<sup>3</sup> upon which both the public and private sector can subsequently rely for transactions and service delivery. Typically, fID systems integrate/are linked with civil registration (CR) systems and interoperate with sectoral systems (e.g., social protection, health, education, financial services, population, or travel).
3. Increasing access to identity and building unified identification systems is beneficial at all levels - the individual, the state, and the region. fID systems can reduce overall costs

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<sup>1</sup> ID4D, Global Dataset, 2017, <https://data.worldbank.org/data-catalog/id4d-dataset>.

<sup>2</sup> Ditto

<sup>3</sup> Some 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 elb & Clark (2013). Aadhaar means “foundation” or “base”.

to government and to beneficiaries by eliminating unnecessary spending on fragmented functional ID systems that characterise most ECOWAS Member States; 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.

4. The programme follows a multiphase approach and is currently being implemented in Benin, Burkina Faso, Côte d'Ivoire, Guinea, Niger, and Togo, with the ECOWAS Commission responsible for Member States coordination to ensure the interoperability of Member States fID systems and mutual recognition of credentials for access to services. Specifically, the Commission's role 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 fID systems.
5. 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.
6. The overall objective of the programme 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 is composed of three main components, structured through country-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 fID systems across participating countries. Fundamentally, this component will finance the development of laws creating a universal, fID 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 UINs 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.

7. The establishment of interoperable *ñ*D systems in the participating ECOWAS Member States will equally 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.
8. It is within this context that the ECOWAS Commission is seeking to engage the services of a competent Consultant to develop a Communication Strategy that will be implemented at regional level.

## **B. Objective of the Assignment**

9. The objective of the assignment is to develop a three-year (2024-2026) project's Communication Strategy that will contribute to creating better visibility and enhancing awareness and knowledge of the WURI programme as well as promoting the understanding of relevant stakeholders in the identification ecosystem of the importance of a phased approach of using *ñ*D systems to implement the ECOWAS National Biometric Identity Card (ENBIC). The strategy will focus on regional dialogues and cooperation for cross-border mutual recognition of foundational identity systems for access to services which is the mandate of the ECOWAS Commission.

## **C. Scope of Work**

10. This assignment will cover all the fifteen (15) ECOWAS Member States, however, with a special focus on the WURI projects implementing Member States (Benin, Burkina Faso, Côte d'Ivoire, Guinea, Niger, and Togo).
11. On one hand, the Outreach aspect apply more specifically to the WURI implementing Member States, has as primary target audience the state and non-state stakeholders and actors operating in the foundational, and public and private functional identification ecosystem in the six (6) countries, projects beneficiaries who are each country's resident nationals and those abroad, inclusive of non-nationals living in each country, other sub-regional and continental stakeholders such as the West African Economic and Monetary Union and the African Union respectively. The strategy will be implemented in coordination with the WURI Member States.
12. On the other hand, the target audience for the Advocacy aspect include the national stakeholders with *ñ*D systems and public and private functional identification related functions in each of the other nine (9) Member States: Cabo Verde, The Gambia, Ghana, Guinea-Bissau, Liberia, Mali, Nigeria, Senegal, and Sierra Leone, particularly those whose opinions matter in the consensus building process on the programme cross-border service delivery agenda.

13. The Consultant will be required to hold consultations with the WURI Project Coordinators of the above-listed six (6) countries, the ECOWAS Commission, and the World Bank for purposes of eliciting information needed from the appropriate stakeholders, as well as the Firm developing the Stakeholders Assessment, Management and Engagement Strategy, as is necessary.

**D. Job Description**

14. The Consultant will be required to undertake the following:
  - a. Develop a Communication Strategy that will include a visibility plan and an outreach strategy, that provides the appropriate communication solutions for addressing the diverse issues across the broad spectrum of entities associated with the regional aspects of the programme. For instance, considerations should be given to (i) the findings of the project's stakeholders' assessment, (ii) each country's social, cultural, ethnographic issues, (iii) pertinent human rights, data privacy, protection, and security concerns, (iv) the countries' planned and conducted social assessments and studies, and (v) the status of deployment or towards the deployment of the ENBIC in each of the Member States. A proposed guide can be found in Annex.
  - b. The Communication Strategy must adhere to the ECOWAS Commission Communications guidelines, be guided by the World Bank ID4D Strategic Communications for Identification Systems: Guidance Note and conceived in harmony with the WURI implementing countries developed/planned Communication Strategies.
  - c. The Strategy should be inclusive of audience-sensitive Information Education and Communication (IEC) materials developed in cognisance of the programme objectives and Member States' sensitivities to the ENBIC, using appropriate formats such as texts, infographics, imageries, print materials, project microsite content materials etc. These resources should be easily and strategically deployable in the Member States during the outreach campaigns in the WURI countries, including hard to reach populations and advocacy missions in the non-WURI countries.
  - d. More so, the materials should contextualise the sensitivities of the various categories of vulnerable groups, illiterate population, linguistic minorities and should be designed in the three official languages of ECOWAS i.e., English, French and Portuguese.
  - e. Develop the templates for delivery of the messages relative to the mechanisms that will be put in place for redressing grievances from the broad category of individuals who may be affected by the programme.

- f. In consistency with the available budget, develop a comprehensive costed implementation plan of the Communication Strategy to be implemented by the ECOWAS Commission, with timelines covering until the programme end date.
- g. Submit the zero draft Communication Strategy to the ECOWAS Commission for comments, thereafter, present the revised document to the Member States for review, incorporate salient contributions, address concerns raised during a validation session with the programme implementing Member States.

#### **E. Coordination of Interviews**

15. The Project Implementation Unit will compile supporting background documents to support the delivery of the assignment. It is not envisioned that the Consultant will need to travel to the WURI pilot Member States. As such, consultations via virtual platforms are strongly recommended.
16. The Commission will facilitate the Consultant's contact with the Project Coordinators of the WURI programme in the pilot Member States for relevant information needed.

#### **F. Deliverables**

17. This assignment has the following deliverables:
  - a. An inception report detailing the methodology, phases of the assignment, work plan, timeframe and milestones leading to the deliverables for undertaking the assignment. This is expected within two (2) weeks after signing of the contract.
  - b. Draft Communication Strategy and costed implementation plan, and design IEC materials (such as Flyers/Leaflets, Folders, Meeting Banner, Roll-up banner, One-way poster, project's newsletter, to meet each Member State's uniqueness and sensitivities. The Consultant is equally expected to provide alternative suggestions of materials for consideration. These documents are expected within sixty (60) calendar days after signing the contract.
  - c. Final validated Communication Strategy by the WURI implementing Member States of not more than sixty (60) pages (excluding the visibility tools) in English and French languages, to be submitted to ECOWAS. These documents are expected after the validation workshop which will be planned in collaboration with WURI implementing Member States.
  - d. The following annexes should be attached to the Final document:

- i. A comprehensive list of officials consulted,
- ii. All data and references consulted;
- iii. Any other materials that are relevant to the Strategy.

e. All documents are to be submitted in electronic editable format.

#### **G. Supervision Arrangement**

18. The Consultant will work under the supervision of the Project Coordinator/ECOWAS Director of Free Movement of Persons and Migration, who has oversight over the delivery of this assignment. Extensive liaison will hold with the Project Manager, the Communications Specialist, and the Programme Assistant to coordinate with the Member States in the delivery of the assignment.

#### **H. The Consultancy Duration**

19. The consultancy is for a period of **sixty (60) calendar 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.

#### **I. Payment**

20. 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 validation of inception report, questionnaires, and adoption of final work plan for undertaking the assignment.
- ii. 30% to be paid upon production of the draft Visibility Plan and Advocacy and Communication Strategy accepted and approved by ECOWAS and World Bank.
- iii. 20% to be paid upon completion, submission, and approval by the ECOWAS Commission and the World Bank of the costed implementation plan and IEC materials developed.
- iv. 30% to be paid after the validation workshop and submission of final documents incorporating the comments from Member States.

21. All payments per a call shall be made paid upon presentation of actual supporting documents to that effect at the end of the specific call.

## **J. Qualifications and Experience Requirement**

22. The Consultant will be required to demonstrate the following competencies:

- An advanced degree in either Management of Social/Institutional Communications, Mass Communications, Development Communication, Organizational Communications or Journalism.
- Minimum of five (5) years cognate experience in strategic communication development and management, including infographics designing for regional or international level audience.
- Knowledge of digital identification and its communication challenges in West Africa will be an advantage.
- Evidence of having undertaken similar assignments, with at least two (2) samples of finalized reports proving an ability of formulating communication and engagement strategies.
- Excellent oral and written communication skills in French and English languages.
- Evidence of two (2) written recommendations for having successfully executed similar assignments will be a plus.
- Knowledge of ECOWAS and its Member States will be an added advantage.

## **K. How to apply**

Expressions of interest must be submitted electronically to **E-mail:**  
[wuricommunicationstrategy@ecowas.int](mailto:wuricommunicationstrategy@ecowas.int)

## **Annex: Proposed outline to guide the development of the Communication Strategy**

1. Introduction
2. IEC Strategy
  - a. General objective, specific objectives, lines of communication
  - b. Analysis and identification of target groups
  - c. Key messages (taking into account the different stages in the life of the project)
  - d. Communication tools and channels
  - e. Risk analysis
3. Implementation strategy (branding, stakeholder involvement, etc.)
4. Monitoring & Evaluation
5. Recommendations/Conclusions
6. Bibliography
7. Annexes
  - a. Methodology
  - b. Diagnostic
  - c. Benchmarking
  - d. Costed action plan 2024-2026