



**AFRICAN DEVELOPMENT  
BANK GROUP**



**WEST AFRICAN HEALTH ORGANIZATION  
ORGANISATION OUEST AFRICAINE DE LA SANTE  
ORGANIZAÇÃO OESTE AFRICANA DA SAÚDE**

**Final evaluation of the Exceptional Emergency Regional Project to Combat the COVID-19 Pandemic and Strengthen Health Systems**

**Consultant's Terms of Reference**

**FUNDING:** African Development Bank

**March 2025**

## **I- CONTEXT**

The ECOWAS region is routinely confronted with the threats and socio-economic consequences of epidemics caused by zoonoses, such as viral haemorrhagic fevers (Ebola, Rift Valley fever, Lassa, etc.), yellow fever, avian influenza and anthrax. After the Ebola outbreak that devastated West Africa between 2014 and 2016, West Africa, like other parts of the world, was hit hard by the COVID-19 pandemic.

The pandemic has also exposed weaknesses in health systems in ECOWAS countries, exposing and exacerbating vulnerabilities in places. In order to strengthen the capacity and resilience of health systems to respond effectively to the COVID-19 pandemic and other health emergencies, ECOWAS and the AfDB's African Development Fund have set up an "Exceptional Emergency for Low-Income Countries in ECOWAS and Strengthening the Gambia's Health Systems" project. of Mali and Niger". The said project is based on the elements contained in the ECOWAS request to the AfDB, which are even extracted from a costed regional COVID-19 response plan, for a total amount of USD 52 million. I

The overall objective of the project is to strengthen the capacities of ECOWAS national and regional entities to reduce the spread and stop the COVID-19 pandemic in West Africa and create the optimal conditions for a resilient disease surveillance and control system. The Project will strengthen the capacity of ECOWAS countries to curb the spread of the COVID-19 pandemic, including through the provision of essential goods for the pandemic response, the detection and care of severely affected people, and the mobilization of communities.

The project is being implemented through three (3) components, namely:

- i. Prevention of Coronavirus Disease Transmission in ECOWAS Countries: This component is for the benefit of low-income ECOWAS countries – and middle-income countries benefit indirectly,
- ii. Strengthening and integrating national and regional systems in The Gambia, Mali and Niger: This component is intended to enable a strengthened response in the Gambia, Mali and Niger and to sustain an integrated health surveillance system.
- iii. And Project Management

At the end of the implementation of the regional project activities and in accordance with the business plan approved by the AfDB, a final evaluation of the regional project by an independent consultancy mission is planned for this purpose. These terms of reference specify the conditions for the smooth running of this evaluation mission.

## **II- OBJECTIVES OF THE EVALUATION MISSION**

### **2.1 General Objective**

The general objective of the regional project evaluation mission is to assess the level of achievement of the project's objectives and to assess its performance in all key sectors of intervention.

## **2.2 Specific objectives**

In order to express its independent external opinion on the execution of the Project, the Consultant shall meet the specific objectives set out below, which are to:

- Analyze the relevance of the institutional set-up and the institutional arrangements for the implementation of the project;
- Analyze the performance (effectiveness and efficiency) of the implementation of the Project;
- Assess the planning, implementation and monitoring and evaluation of the project,
- Determine the level of achievement of expected results;
- Document the difficulties, shortcomings and lessons learned through the implementation of the regional project;
- Assess the conditions for continuing the actions when the support has ceased.
- Makes relevant recommendations to improve the effectiveness and efficiency of future project delivery. ;

### **III- SCOPE OF THE MISSION**

The evaluation mission of the Regional Project will cover the 15 ECOWAS countries with a focus on the 3 main beneficiary countries. The mission will cover the entire period of execution of the Project, i.e. October 1, 2020 to December 31, 2025.

### **IV- MISSION/ROLE OF THE CONSULTANT**

Its role is to: i) Define the evaluation approach and methodology; ii) Lead the assessment mission including the validation workshop; iii) Draft and revise, as required, the initial report, workshop and debriefing presentations, and evaluation report.

### **V- EVALUATION METHODOLOGY**

The consultant's mission will be to assist all WAHO and CSHRC staff, in particular the Project Management Unit in carrying out the final evaluation.

#### **5.1 EVALUATION FRAMEWORK**

The evaluation will take place at WAHO, in the beneficiary countries of the COVID-ADB project and the partner institutions of the implementation of the project

#### **5.2 EVALUATION PERIOD**

The evaluation is scheduled to last for 40 working days covering the maximum period from 1 November to 10 December 2025.

### 5.3 ASSESSMENT TYPE

The evaluation will be participatory. It will assess the quantitative and qualitative performance, the relevance of the project, the effectiveness of the project, the evaluation of the project's indicators (effects and outputs), the efficiency of the project, the update on the beneficiaries, the update on gender, the unforeseen and additional effects induced by the project, the sustainability of the project, the performance of the stakeholders (executing agency, Bank, Other partners), collaboration with implementing partners, achievements, effects and impacts, lessons learned, difficulties and challenges of the project, and will make appropriate recommendations for better performance of future projects.

### 5.4 EVALUATION TARGETS

With a view to an exhaustive collection of data to accomplish the mission assigned to him, the consultant will particularly target:

- i. The WAHO administration in charge of ensuring the compliance of contracts with ECOWAS regulatory texts, and their implementation according to the established clauses;
- ii. WAHO staff in charge of planning activities and implementing the project in all its aspects (physical, fiduciary; environmental and social safeguards, and gender)
- iii. project implementing partners;
- iv. technical and financial partners for health security in West Africa (WHO, GIZ, USAID, Africa CDC, Resolve to Save Lives, FAO, etc.);
- v. the project management units and relevant ministerial authorities of the three main recipient countries;
- vi. the ECOWAS authorities in charge of the management of the regional project;
- vii. the beneficiaries of the project both at the regional level and in the beneficiary countries.

### 5.5 EVALUATION CRITERIA AND QUESTION

The criteria for evaluating the performance of the regional project are summarized:

	<b>Criteria</b>	<b>Sub-criteria</b>	<b>Evaluation Questions</b>
1	<b>Relevance</b>	<ol style="list-style-type: none"> <li>1. Relevance of the project's development objective</li> <li>2. Appropriateness of the project design</li> <li>3. Lessons Learned on Relevance</li> </ol>	<ul style="list-style-type: none"> <li>• To what extent has the project resolved or mitigated some or all of the issues identified in the baseline situational analysis that led to its implementation?</li> <li>• How does the project align with ECOWAS and country national and regional priorities for patient surveillance and response to public health emergencies?</li> <li>• Were the project design, organization and operational strategies appropriate?</li> <li>• To what extent does the development objective of the project remain relevant</li> </ul>

			during the implementation of the project and in view of the current health situation in the region?
2	<b>Efficiency</b>	<ol style="list-style-type: none"> <li>1. Progress towards the development objective of the project (purpose of the project)</li> <li>2. Reporting on effects</li> <li>3. Product Report</li> <li>4. Development Goal (GB) rating</li> <li>5. Beneficiaries (actual, planned, type)</li> <li>6. Gender equality</li> <li>7. Unintended or additional effects</li> <li>8. Lessons Learned on Effectiveness</li> </ol>	<ul style="list-style-type: none"> <li>• Was the process of setting up the project relevant to the health challenges of the region in 2020-2025?</li> <li>• Establish the progress made towards achieving the project's development objective</li> <li>• Report on the effects of the project as specified in the results matrix and argue for deviations.</li> <li>• Report on project outputs as specified in the results matrix and argue for variances.</li> <li>• Describe the consideration of gender and its quantification in the project indicators</li> <li>• To take stock of the quantitative and qualitative benefits of the project;</li> <li>• Describe the unintended or additional effects (positive and/or negative) of the project and their impacts</li> <li>• Lessons Learned on Project Effectiveness</li> <li>• To what extent did the technical and institutional arrangements for the implementation of the project allow for effective implementation of the project?</li> <li>• Has the project activity planning process supported diligent and effective implementation?</li> <li>• Has the contracting with implementing partners been done in compliance with the texts in force at both the AfDB and ECOWAS/WAHO levels?</li> <li>• Have the project implementing partners fulfilled all the commitments contained in the partnership agreements signed with WAHO during their mandate, completed the tasks assigned and achieved the objectives set?</li> <li>• Has WAHO met its contractual obligations to the project's implementing partners?</li> <li>• Did the managerial structure of the project facilitate the achievement of the results?</li> <li>• What is the performance of the project in terms of programming, physical and financial</li> </ul>

			<p>execution, procurement, monitoring and evaluation, environmental and social safeguard, and taking into account the "Gender"?</p> <ul style="list-style-type: none"> <li>• Have the project work plans been implemented according to plan?</li> <li>• To what extent did interpersonal relationships have had a positive or negative impact on the implementation of the project?</li> <li>• To what extent have the overall project objective and end-of-implementation targets for the results framework indicators been achieved?</li> <li>• What are the qualitative changes in the disease surveillance and response systems at the country and regional levels by project implementation component?</li> <li>• What benefits did the target groups derive from the implementation of the project project?</li> <li>• Are there any unexpected outcomes to blame for the project?</li> </ul>
3	<b>Efficiency</b>	<ol style="list-style-type: none"> <li>1. Timeliness</li> <li>2. Resource Efficiency</li> <li>3. Cost-benefit analysis</li> <li>4. Implementation status (PI)</li> <li>5. Lessons Learned on Efficiency</li> </ol>	<ul style="list-style-type: none"> <li>• Have resources (financial, human, time, expertise, etc.) been strategically allocated to ensure the achievement of results? How was the project schedule respected?</li> <li>• Have resources been used efficiently?</li> <li>• What comparative analysis can be made between other similar health projects and the COVID-BAD project with regard to the cost-effectiveness of their implementation? ;</li> <li>• What lessons have been learned about efficiency</li> <li>•</li> </ul>
4	<b>Durability</b>	<ol style="list-style-type: none"> <li>1. Financial sustainability</li> <li>2. Institutional Sustainability and Capacity Building</li> </ol>	<ul style="list-style-type: none"> <li>• To what extent have sustainability considerations (financial, institutional, capacity building, environmental, ownership</li> </ul>

		<ol style="list-style-type: none"> <li>3. Ownership and sustainability of partnerships</li> <li>4. Environmental and social sustainability</li> <li>5. Lessons learned on sustainability</li> </ol>	<p>and sustainability of partnerships) been taken into account in the implementation of the project?</p> <ul style="list-style-type: none"> <li>• To what extent have WAHO and the countries taken ownership of the main achievements of the project's implementation, and are they able to sustain them over the long term?</li> <li>• What lessons have been learned about the sustainability of the project?</li> </ul>
5	<b>Difficulties, challenges, lessons learned and good practices/ Stakeholder performance</b>	<p>Bank Performance</p> <ol style="list-style-type: none"> <li>1. Borrower performance</li> </ol> <ul style="list-style-type: none"> <li>• Performance of other stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• What are the difficulties faced by the different parties involved in the implementation of the project?</li> <li>• Were there any constraints in terms of management procedures that had an impact on the implementation of the project?</li> <li>• What are the challenges they have faced?</li> <li>• What are the lessons learned from the implementation of the project?</li> <li>• What are the best practices that can be learned from the implementation of the project?</li> </ul>
6	<b>Summary of key lessons learned and recommendations</b>	<ol style="list-style-type: none"> <li>1. Key lessons learned</li> <li>2. Key recommendations (with a particular focus on ensuring the sustainability of the project's benefits)</li> </ol>	<ul style="list-style-type: none"> <li>• What recommendations can be made to improve effectiveness and efficiency in the implementation of future projects?</li> </ul>

## 5.6 DATA COLLECTION METHODS AND TOOLS

Data collection will be done using the following methods and tools:

- Documentary review with the help of guides
- Direct interview structured using questionnaires, or self-administered questionnaires
- Direct observation using observation guide,
- Focus group with the beneficiaries using an interview guide

- Any other methods and tools deemed appropriate for the collection of data relevant to the evaluation

## **5.7 DATA PROCESSING AND ANALYSIS**

The data collected will be processed manually and electronically. The data analysis will be done in order to answer all the questions asked in accordance with the treatment and analysis plan contained in the validated and adopted technical proposal, and to present the results in the appropriate formats.

## **VI- EXPECTED RESULTS**

The Consultant shall provide a report including, among other things, its independent external opinion on:

- The main gaps in performance, effectiveness and efficiency of the implementation of the Project, on the relevance and sustainability of the project;
- The level of achievement of expected results based on the results matrix;
- Shortcomings and lessons learned through the Project;
- The Project's contributions in response to the needs identified during the design phase.

The Consultant will also be required to make relevant remarks/recommendations on:

- Improving the performance of the Institution's project management;
- The conditions for continuing the actions when the support has ceased.

## **VII- MISSION PROCESS AND DELIVERABLES**

The Consultant's mission will be carried out:

<b>Phases</b>	<b>Description</b>	<b>Available</b>
Start-up Phase (5 days)	Definition of the methodology and work schedule.	Report of the Kick-off Meeting <ul style="list-style-type: none"> <li>✓ Understanding of the mission,</li> <li>✓ Collection of documentation,</li> <li>✓ presentation of the problems interviewed,</li> <li>✓ Presentation of the methodology</li> <li>✓ Work plan</li> </ul>
Evaluation phase itself	Desk review and interviews with Project implementation staff	Presentation of one (01) Checklist after the kick-off meeting, detailing among other things: <ul style="list-style-type: none"> <li>✓ Independent external opinion in line with key expected results;</li> <li>✓ The main gaps in performance, effectiveness and efficiency of the implementation of the Project;</li> <li>✓ Relevant remarks and proposals for recommendations on the aspects found to be weak;</li> </ul>



<b>Phases</b>	<b>Description</b>	<b>Available</b>
		<ul style="list-style-type: none"> <li>✓ Proposals for measures to improve the Institution's project management system.</li> <li>✓ Workshop to validate the results of the evaluation of the regional project</li> </ul>
	Analysis and writing of the report	Presentation of one (01) Interim Mission Report Proposal of a draft article for publication of the WAHO-AfDB initiative in the response to COVID-19
Reporting phase	Restitution and validation of the report	Presentation of one (01) Final Report (01) week after the exchanges with OCEAC on the Interim Report.

### **VIII- EXPERIENCE AND QUALIFICATION OF THE CONSULTANT**

The Consultant in charge of the evaluation must be an individual consultant experienced in the field of health crisis management, epidemic control and any other field related to health and civil protection.

He or she will meet the following conditions:

1. Hold a university degree at the BAC+5 level in the fields of economics, social sciences, or public health or equivalent field
2. Have at least 10 years of professional experience with a minimum of 5 years of experience in program evaluation in a humanitarian and development context.
3. Have proven experience and in-depth knowledge of various data collection and analysis methods and techniques used in evaluation and operational research (e.g. participatory evaluations, focus group discussions, outcome mapping, problem ranking);
4. Have technical expertise in relevant sectoral areas, including public health, epidemiology, development project management and other relevant areas;
5. Have extensive experience in conducting assessments requiring a complex level of analysis in a clear and convincing manner, including using
6. Have carried out workshop moderation missions, capitalization/documentation of good practices, documentation and publication of research results.
7. Have in-depth knowledge of public health interventions, analytical frameworks, and approaches and standards for programming and monitoring and evaluation;
8. Institutional knowledge of the mandate and functioning of the West African Health Organization and the Regional Centre for Disease Surveillance and Control as well as the African Development Bank's approach to public health;
9. Have an excellent knowledge of French and good English, written and spoken. Knowledge of the Portuguese language would be an asset.
10. Previous experience in ECOWAS countries would be an asset.

### **IX- AVAILABLE**

The expected deliverables of the evaluation are:

- i. A start-up report,
- ii. All the tools for collecting, processing and analysing the data provided;
- iii. An interim report to be submitted at the end of the mission,
- iv. A final report after taking into account the observations on the interim report to be sent to WAHO and the AfDB for validation;
- v. A final report effectively validated by WAHO and the AfDB, with annexes containing the evidence (e.g. for training, training reports, for equipment, minutes, etc.)
- vi. Presentations made in various forms during feedback meetings (Powerpoint, Word, Excel, etc.)
- vii. Draft capitalization article on WAHO's support through the AfDB

#### **X- FINANCING**

The financing of the evaluation work will be borne by the COVID-AfDB project.