

TERMS OF REFERENCE (ToR)

Engagement of an External Consultancy Firm to Develop Africa CDC Institution-Wide Digital Health Governance Policies, Frameworks, and Standard Operating Procedures

Activity Code: ET-AUC-545137-CS-QCBS

Budget Code: CDC100311MB

Issuing Entity: Africa Centres for Disease Control and Prevention (Africa CDC)

Project Duration: Maximum eight (8) months from contract signature

Deadline for Submission: 18 June 2026 at 15:00, Africa/Addis Abeba

Submission Address (Electronic): procurement@afriacdc.org

Clarification Contact:

1. Background and Context

Africa Centres for Disease Control and Prevention (Africa CDC) is advancing institution-wide digital transformation to strengthen epidemic intelligence, integrated surveillance, data analytics, emergency response, laboratory systems, program monitoring, and other public health functions across the continent. The governance, policies, and standards are critical to serving the entire institution including existing digital tools / platforms. The resulting outputs will be reusable across all current and future digital health platforms, tools, and initiatives implemented by Africa CDC.

Africa CDC therefore seeks a qualified external consultancy firm to develop a comprehensive, coherent and implementable set of digital health governance instruments (policies, frameworks, standards, Standard Operating Procedures (SOPs), templates, and toolkits) aligned with applicable African Union (AU) and Africa CDC institutional frameworks and consistent with internationally recognized best practices, including data protection, privacy, ethics, cybersecurity, interoperability, and responsible data use principles.

The resulting governance package should enable Africa CDC to:

- a) reduce fragmentation and duplication across digital solutions,
- b) ensure data protection, security and compliance,
- c) improve data quality, interoperability and reuse,
- d) accelerate safe deployment of digital tools,
- e) strengthen accountability, stewardship and decision-making for institution-wide digital health, and
- f) strengthen digital health governance at an institutional level.

2. Purpose and Objectives

2.1. Purpose

The purpose of this assignment is to design and deliver an institution-wide, integrated Digital Health and Data Governance System for Africa CDC, composed of mutually reinforcing policies, frameworks, standards, SOPs, templates, and implementation tools that together function as a single governance operating system applicable across all current and future digital health platforms, including the Central Data Repository (CDR).

2.2. Objective

The specific objectives are to:

- a) Establish a coherent governance model defining decision rights, roles, accountability, and escalation mechanisms for digital health and data across Africa CDC,
- b) Develop an integrated and internally consistent suite of governance instruments spanning data lifecycle management, privacy, security, interoperability, risk, vendor oversight, and operational resilience,
- c) Ensure alignment with African Union and Africa CDC institutional frameworks and consistency with internationally recognized best practices,

- d) Provide practical implementation assets and adoption mechanisms that enable rapid, sustainable institutional uptake, and
- e) Strengthen institutional capacity through structured validation, training, and knowledge transfer.

3. Guiding Principles

The governance system developed under this assignment shall be:

- a) Institution-wide: applicable beyond any single platform or project,
- b) Fit-for-purpose: tailored to Africa CDC's continental mandate and operating environment,
- c) Risk-based and security-by-design: embedding appropriate safeguards proportionate to risk,
- d) Privacy-by-design: ensuring lawful, ethical, and transparent data use,
- e) Interoperability-by-design: enabling data reuse and system integration,
- f) Operationally implementable: with clear ownership, procedures, and review cycles, and
- g) Transparent and accountable: with auditable decisions and traceable controls.

4. Integrated Governance Delivery Principle

Given the institution-wide scope of this assignment and the highly interdependent nature of the governance instruments to be developed, Africa CDC emphasizes coherence, internal consistency, and operational alignment to be critical success factors.

The policies, frameworks, standards, SOPs, and templates under this assignment collectively constitute a single governance system. Concepts such as roles, data classification, access controls, risk management, security controls, privacy safeguards, interoperability requirements, exceptions, and accountability mechanisms must therefore be defined consistently and applied across all domains.

Accordingly, Africa CDC prefers a delivery approach led by a single qualified firm, or a tightly coordinated consortium, operating under a unified delivery structure, common methodology, and shared quality-assurance and editorial control mechanisms.

This approach is intended to:

- Reduce fragmentation and duplication,
- Prevent conflicting definitions, assumptions, or control models,
- Ensure consistent terminology and governance logic across all instruments, and
- Accelerate institutional adoption and enforcement.

This preference does not preclude the use of specialized expertise. Rather, it requires that all expertise be integrated within a single accountable delivery structure with harmonized methodologies, shared validation processes, and clear ownership of overall coherence.

5. Scope of Work

The consultancy will conduct a structured assessment, design, drafting, validation, and delivery process to produce the Africa CDC Digital Health Governance Package. The scope includes, at minimum, the workstreams below.

5.1. Workstream A: Baseline Assessment and Gap Analysis

- 5.1.1. Review existing Africa CDC and AU-level policies, standards, strategies and operating models relevant to data, digital health, information systems, and governance (as provided by Africa CDC).
- 5.1.2. Map current and planned Africa CDC digital health tools/platforms, processes, and key stakeholders, including the CDR, to identify governance touchpoints.
- 5.1.3. Assess current governance maturity and gaps across policy, process, people, technology, and compliance dimensions.

- 5.1.4. Produce a Baseline Assessment and Gap Analysis report with prioritized recommendations and an implementation roadmap.
- 5.2. Workstream B: Governance Operating Model and Institutional Structures
 - 5.2.1. Design a governance structure (e.g., Steering Committee, Technical Working Groups, Data Governance Council) with decision rights and Terms of Reference (ToRs).
 - 5.2.2. Define roles and accountabilities (e.g., data owners, stewards, custodians, platform owners, security officers, privacy focal points).
 - 5.2.3. Define governance processes: intake and prioritization, change control, standards approval, risk acceptance, exception management, and escalation pathways.
 - 5.2.4. Define an institutional policy lifecycle: drafting, approval, dissemination, compliance monitoring, review and update cycles.
- 5.3. Workstream C: Policy and Framework Development

The consultancy shall develop an integrated set of governance frameworks and policies covering, at minimum, the domains listed in Section 6.
- 5.4. Workstream D: Standard Operating Procedures (SOPs), Templates and Toolkits
 - 5.4.1. Develop SOPs, templates, checklists, and registers supporting operational implementation;
 - 5.4.2. Ensure alignment with the overarching governance frameworks.
- 5.5. Workstream E: Validation, Capacity Building and Knowledge Transfer
 - 5.5.1. Conduct structured consultations and at least Five (5) validation workshops with relevant Africa CDC Divisions and functions (e.g. programs, legal, procurement, security, data/analytics).
 - 5.5.2. Revise drafts based on documented feedback;
 - 5.5.3. Deliver training and institutional adoption materials.
 - 5.5.4. Provide a practical institutional adoption plan (including sequencing, resourcing, and quick wins).

6. Governance Outcomes and Artifacts

The consultancy shall deliver the following consolidated governance outcomes, with SOPs and templates serving as operational annexes. Consolidation shall not result in loss of scope.

- 6.1. Outcome 1: Institutional Digital Health & Data Governance Framework
 - 6.1.1. Digital Health Governance Policy
 - 6.1.2. Governance Charter
 - 6.1.3. Governance structures, roles, and RACI
 - 6.1.4. Policy lifecycle model
- 6.2. Outcome 2: Data Governance & Data Management Framework
 - 6.2.1. Data Governance Policy
 - 6.2.2. Data Management Standard
 - 6.2.3. Data Classification Standard
 - 6.2.4. Records Retention Schedule
 - 6.2.5. *SOPs*: Data Classification & Handling; Records Management
- 6.3. Outcome 3: Data Access, Sharing & Use Framework
 - 6.3.1. Data Sharing and Access Policy
 - 6.3.2. Cross-border data sharing principles
 - 6.3.3. *SOPs/Templates*: Data Access Request SOP; Data Use Agreement (DUA)
- 6.4. Outcome 4: Privacy, Ethics & Responsible Data Use Framework
 - 6.4.1. Privacy Framework (privacy-by-design)
 - 6.4.2. Responsible and ethical data use principles
 - 6.4.3. *Templates*: Data Protection Impact Assessments (DPIAs) / Privacy Impact Assessments (PIAs); Privacy Notice
- 6.5. Outcome 5: Information Security & Cyber Resilience Framework
 - 6.5.1. Information Security Framework
 - 6.5.2. Secure Configuration Baselines
 - 6.5.3. *SOPs*: Incident Response; Vulnerability Management

- 6.6. Outcome 6: Interoperability & Standards Framework
 - 6.6.1. Data, messaging, terminology, API, and metadata standards
 - 6.6.2. *SOPs*: Conformance Testing; Certification Checklists
- 6.7. Outcome 7: Data Quality Management Framework
 - 6.7.1. Data Quality Framework
 - 6.7.2. *Templates*: Data Quality Rules Catalogue; Issue Log
- 6.8. Outcome 8: Digital Health Risk & Assurance Framework
 - 6.8.1. Risk Management Framework
 - 6.8.2. *Templates*: Risk Register; Exception/Waiver
- 6.9. Outcome 9: Third-Party & Vendor Governance Framework
 - 6.9.1. Vendor Governance Standard
 - 6.9.2. *Tools*: Due Diligence Checklist; Security & Privacy Contract Clauses
- 6.10. Outcome 10: Business Continuity & Disaster Recovery Framework
 - 6.10.1. Business Continuity Plan (BCP) & Disaster Recovery (DR) Framework
 - 6.10.2. *SOPs/Templates*: Backup & Restore; DR Test Plan
- 6.11. Outcome 11: Change & Release Management Framework
 - 6.11.1. Change Management Framework
 - 6.11.2. *SOPs*: Change Advisory Board (CAB) ToR; Release Management
- 6.12. Outcome 12: Institutional Adoption & Capacity Building Package
 - 6.12.1. Training materials and facilitator guides
 - 6.12.2. Knowledge transfer assets
 - 6.12.3. Institutional adoption and sequencing roadmap

7. Deliverables and Acceptance Criteria

The consultancy shall deliver the following outputs, in English:

No	Deliverable	Description	Due (from contract start)	Acceptance Criteria
1	Inception Report & Workplan	Detailed methodology, stakeholder plan, schedule, quality plan, and risk register.	Week 2	Approved by Africa CDC; includes clear timeline, roles, and engagement plan.
2	Baseline Assessment & Gap Analysis	Review of existing instruments; maturity/gap assessment; prioritized recommendations.	Week 6	Validated findings; clear gap-to-artifact mapping; endorsed priorities.
3	Governance Operating Model	Governance structure, ToRs, RACI, decision rights, policy lifecycle, escalation paths.	Week 10	Coherent model; implementable ToRs and RACI; approved by steering authority.
4	Draft Governance Package	Full first drafts of all policies, frameworks, SOPs, templates, and toolkits.	Week 16	Complete set delivered; internally consistent; aligned to agreed principles; ready for validation.
5	Validated Final Governance Package	Revised final documents incorporating feedback; traceability matrix.	Week 22	All comments addressed; final documents approved by Africa CDC; clean & version-controlled.
6	Implementation & Adoption Roadmap	Sequenced plan, resourcing assumptions, capacity plan, and monitoring approach.	Week 32	Clear institutional roll-out plan with milestones, owners, and measurable indicators.
7	Knowledge Transfer Package	Training materials, facilitator guides, and handover of editable source files.	Week 32	Training delivered; materials accepted; handover completed.

All deliverables shall be provided in editable formats (Microsoft Word/PowerPoint/Excel as relevant), with version control and document change logs.

8. Duration of the Assignment

The assignment duration is a maximum of eight (8) months from the date of contract signature. The bidder shall propose a detailed schedule within this period, including milestone review points and validation workshops.

9. Reporting, Coordination and Communication

- The consultancy will report to the designated Africa CDC Project Lead and/or Project Steering Committee
- Weekly or bi-weekly progress check-ins (virtual) shall be held, with brief written updates and action trackers.
- Monthly progress reports shall summarize work completed, risks/issues, decisions required, and next steps.
- All official communications shall be conducted through the Africa CDC project focal points.

The consultancy shall maintain a decision log, risk register, and issue tracker throughout the assignment.

10. Required Expertise and Team Composition

The bidder shall propose a multidisciplinary team with clearly defined roles, responsibilities, and level of effort. Each role must meet the minimum qualification and experience requirements outlined below.

10.1. Key Roles, Responsibilities, and Requirements

Role	Key Responsibilities	Minimum Qualifications	Minimum Experience	Weighted Contribution to "Relevant Experience" (25%)
Team Lead / Digital Health Governance Lead	- Overall leadership and delivery, - Design of governance operating model, - Stakeholder engagement; ensure coherence across all frameworks, - Quality assurance and final accountability.	Master's or higher degree in Public Health, Health Informatics, Information Systems, or related field	Minimum 12 years; at least 8 years leading digital health/data governance programs in public or multilateral settings	8%
Data Governance Specialist	- Design of data governance frameworks, - Data lifecycle management; data quality, metadata, stewardship models, - Data sharing and reuse mechanisms.	Master's degree in Data Science, Information Systems, Health Informatics, or related field	Minimum 10 years in data governance, including development of policies/standards in large-scale systems	5%
Information Security / Cybersecurity Specialist	- Development of security frameworks, - Controls mapping, - Incident response and vulnerability management SOPs, - Alignment with international standards (ISO 27001, etc.)	Degree in Cybersecurity, Information Security, Computer Science, or related field; relevant certifications (e.g., CISSP, CISM) preferred	Minimum 10 years in cybersecurity governance and risk management	4%
Privacy / Data Protection Specialist	- Development of privacy frameworks, - DPIA/PIA methodologies, - Data protection compliance, - Operational procedures for data subject rights.	Degree in Law, Data Protection, or related field; certification (e.g., CIPP/E or equivalent) preferred	Minimum 10 years in privacy and data protection, preferably in health or public sector	3%
Interoperability Standards Specialist	- Development of interoperability frameworks, - Standards (HL7 FHIR, ICD, SNOMED, etc.), - API and data exchange guidance, - Conformance processes.	Degree in Health Informatics, Computer Science, or related field	Minimum 8 years in interoperability and standards implementation	2%

Change Management and Capacity Building Specialist	• Institutional adoption strategy, • Stakeholder engagement, • Training design, • Communication and change rollout.	Degree in Organizational Development, Public Health, or related field	Minimum 8 years in change management and capacity building in large institutions	2%
Technical Writer / Editor	• Ensure document clarity, consistency, formatting, version control, • Harmonization across all governance instruments.	Degree in Communications, Technical Writing, or related field	Minimum 7 years in technical documentation for policy or governance frameworks	1%

Bidders shall include CVs and clearly indicate level of effort (LoE) per role.

10.2. Additional Requirements

- The team must demonstrate strong internal coordination mechanisms to ensure coherence across all governance domains.
- The bidder shall clearly indicate Level of Effort (LoE) per role (person-days/months).
- One individual may cover multiple roles only if qualifications and experience requirements are fully met.
- Africa CDC reserves the right to verify credentials and request replacements if minimum requirements are not met.

Bidders shall include CVs and clearly indicate level of effort (LoE) per role.

11. Firm Eligibility and Minimum Qualifications

The firm must demonstrate:

- At least ten (10) years of relevant experience delivering governance/policy frameworks for digital health, health data, or large-scale data platforms.
- Proven experience with multilateral, governmental, or public-sector institutions (preferably in health).
- Demonstrated capability to develop implementable policies/SOPs (not purely conceptual) and to facilitate multi-stakeholder validation.
- Demonstrated understanding of data protection, privacy, cybersecurity, and interoperability for health and public-sector contexts.
- Ability to deliver within eight (8) months, including availability of a multidisciplinary team including expertise in digital health governance, data governance, privacy, cybersecurity, interoperability, risk management, and change management.
- Documented experience in at least three of the following areas:
 - Design of enterprise digital governance frameworks,
 - Development of digital health governance policies or strategies,
 - Data governance, data protection, and data sharing frameworks,
 - Cybersecurity governance (policy, risk, controls, not SOC operations)
 - Institutional technology operating models (governance, service management, decision rights)
 - Interoperability and digital public goods governance in health systems, etc.

Bidders should disclose any conflicts of interest and confirm their independence and ability to deliver impartial advice.

12. Proposal Submission Requirements

Proposals shall be submitted electronically to the address indicated above no later than the submission deadline. The proposal shall include two separate files (or clearly separated sections) as follows:

- Technical Proposal:** understanding of the assignment, methodology, workplan, deliverables schedule, team composition and CVs, relevant experience, risk management, quality assurance approach, and references.

- b) *Financial Proposal*: detailed cost breakdown by deliverable and/or level of effort, including any travel/workshop costs, taxes, and assumptions.

The proposal should include, at minimum, the following structure:

- a) Cover Letter
- b) Company Profile and Relevant Experience (including at least three comparable assignments)
- c) Technical Approach and Methodology
- d) Workplan and Timeline (Gantt) within eight (8) months
- e) Stakeholder Engagement and Validation Plan
- f) Quality Assurance and Risk Management Plan
- g) Proposed Team and CVs
- h) References
- i) Financial Proposal and Budget Notes

Evaluation Weighting

The evaluation shall follow a Quality- and Cost-Based Selection methodology with the following weighting:

- a) Technical Proposal: 80%
- b) Financial Proposal: 20%

Only bidders achieving a minimum technical score of 70% will be considered for financial evaluation.

13. Evaluation Method and Criteria

Proposals will be evaluated using a Quality- and Cost-Based Selection (QCBS) approach.

13.1. Technical Evaluation (80%)

The technical proposal will be evaluated against the following criteria, which must directly correspond to the requirements defined in this ToR:

Criterion	Description	Weight (%)
Understanding and Methodology	• Demonstrated understanding of the assignment, • Coherence of methodology, • Alignment with institution-wide governance approach, • Feasibility of delivery, • Validation and adoption strategy.	30
Relevant Experience	• Proven experience delivering similar assignments as defined in Section 10 and Firm Eligibility requirements, • Evidence of governance frameworks, policies, SOPs, and public-sector work.	25
Team Qualifications and Composition	• Alignment of proposed team with Section 10 requirements, • Qualifications, experience, and roles, • Adequacy of Level of Effort, • Demonstrated ability to deliver integrated governance systems.	25
Workplan and Timeline	• Realistic and structured delivery plan aligned with Section 5 deliverables, • Milestone clarity, • Risk mitigation measures.	10
Value for Money (Technical Efficiency)	• Efficiency and appropriateness of proposed resource utilization (technical perspective only)	10

13.2. Financial Evaluation (20%)

The financial proposal will be evaluated based on:

- Cost realism and justification,
- Alignment with proposed Level of Effort and deliverables,
- Transparency of assumptions.

13.3. Additional Provisions

- Only bidders scoring $\geq 70\%$ in technical evaluation will proceed to financial evaluation,
- Africa CDC may conduct interviews or presentations to validate proposals,
- Reference checks may be conducted for due diligence.

Africa CDC may conduct due diligence on references.

14. Payment Terms and Schedule

Payments will be tied to accepted deliverables. The bidder shall propose a milestone payment schedule consistent with the deliverables in Section 5. A suggested schedule is:

- a) 30% upon contract signature and acceptance of the Inception Report (D1).
- b) 40% upon acceptance of the Draft Governance Package (D4).
- c) 30% upon acceptance of the Validated Final Governance Package, Implementation Roadmap and Knowledge Transfer (D5-D7).

All payments are subject to satisfactory performance, deliverable acceptance by Africa CDC, and submission of required invoices and supporting documentation as per contract conditions.

15. Confidentiality, Data Protection, and Intellectual Property

- a) Confidentiality: The consultancy shall treat all non-public information as confidential and shall not disclose it without written authorization.
- b) Data Protection: The consultancy shall implement appropriate technical and organizational measures to protect any data accessed or processed during the assignment.
- c) Intellectual Property: Unless otherwise specified in the contract, all deliverables and associated source files produced under this assignment shall become the property of Africa CDC.

The bidder shall describe how it will manage secure document sharing, storage, access control, and retention during the engagement.

16. Clarifications, Amendments, and Communication Protocol

Bidders may request clarifications in writing to the clarification contact no later than **18 June 2026**. Responses will be shared with all bidders in a fair and transparent manner, in accordance with the procurement rules. Africa CDC may issue addenda/amendments to this ToR; bidders are responsible for acknowledging receipt of all addenda.