

TERMS OF REFERENCE

Costing and budgeting of the Action Plan for Primary Healthcare

PROJECT:	SOLIDAR – TOGETHER IN HEALTH EMERGENCIES
Category:	National Short-term Expert
Corresponding to Outcome:	Outcome 1: Strengthening the Health Emergency System
Support for Activity:	Activity 1.1.1 Provide technical support in reviewing, refining and finalizing the Draft Operational Plan for Primary Health Care 2026–2030 with a focus on the systematic integration of Health Emergency Preparedness and Response measures.
Period of assignment:	from 01.09.2026 - 31.12.2026
Expert days	up to 20 days

1. BACKGROUND

Albania is a disaster-prone country and occasionally exposed to natural and man-made hazards. Emergency events, such as floods, forest fires, droughts, torrential rains, high snowfalls, heatwaves, landslides, avalanches, earthquakes, and epidemics, are encountered annually. In 2019, Albania experienced a strong earthquake and shortly afterwards, the COVID-19 pandemic hit and put the Albanian healthcare system under considerable pressure, with health services disrupted and many lives lost. Both disasters implied a heavy burden on the country's economy, livelihoods, and human development. The dimension of disasters in Albania are impacted by the level of poverty, state of infrastructure, constructions in risk areas due to fast urbanization, and exploitation of natural resources, such as overuse of forests and riverbanks. The lack of medical emergency supplies and resources during disasters plays a key role, and gaps in coordination between institutions and agencies involved in emergency preparedness and response. Especially, the primary healthcare (PHC) level has limited capacities to respond to a health emergency.

The SOLIDAR project has therefore set itself the goal of: People, including the most vulnerable, have improved access to quality emergency care services managed by a more resilient health emergency system at all levels. The project objectives are: 1) Strengthening the Health Emergency System, 2) Strengthening Emergency Medical Services, and 3) Strengthening Community Engagement. The requested services feed into the first objective.

2. RATIONALE

Emergency health care is a key priority in national policies in Albania, with the relevant regulatory framework enshrined in several documents covering all levels of the health system. The COVID-19 pandemic has put health emergency preparedness and response at the top of the health policy agenda, as visible in the National Health Strategy 2021-2030. The strategy is composed of five (5) strategic goals, one of which is "Strengthening the system response to emergencies". This implies that mechanisms, resources, and capacities need to be strengthened to create a stronger, more coordinated, and better-resourced preparedness, detection, and response system in Albania. This needs special attention at the PHC level, the level of care with the most impact on the vulnerable populations.

The policy analysis indicates that there are more than 40 old and new laws, bylaws, standards, and policies regulating health emergency preparedness and response at the PHC level in Albania. There are several relevant national strategies, such as the “National Health Strategy 2021-2030”, “Strategy for the Development of Primary Health Care Services in Albania 2020-2025”, “National Hospital Plan 2022 – 2030”, “National Strategy on Development and European Integration 2021-2030”, “All Emergency Operational Plan (EOP) 2020”. However, despite this extensive regulatory and strategic framework, significant gaps remain in terms of coherence, coordination and operationalization, particularly for the effective development of emergency services at PHC level. This is especially critical given that PHC services constitute the primary access point for vulnerable populations.

Currently, there is no dedicated, integrated National Primary Health Care Emergency Action Plan, which limits the ability to translate existing policies into coordinated, actionable interventions at service delivery level. Addressing this gap is essential to ensure both the quality and continuity of emergency services provided at 24/7 Health Centres (HC) and Municipal Hospitals (MH), in both routine conditions and during crises. The Ministry of Health and Social Welfare (MoHSW) has established a working group to assess the implementation of the Primary Health Care Strategy 2020–2025. Based on the results and findings of this assessment and evaluation, as well as the objectives set by the ministry’s new leadership team, an Action Plan for Primary Health Care in Albania for the period 2026–2030 will be developed.

To tackle these challenges, the SOLIDAR project is supporting the Ministry of Health and Social Welfare in developing an Action Plan for PHC. The success of this initiative depends on a well-structured costing framework that ensures the feasibility, sustainability, and scalability of the Action Plan implementation program. Therefore, the SOLIDAR project seeks expert support in costing and budgeting the Action Plan for PHC level in Albania.

A robust budgeting framework is essential to:

- Ensure financial feasibility by accurately estimating the resources needed for implementation.
- Facilitate sustainable integration within national healthcare financing strategies.
- Optimize cost-efficiency while maintaining the quality and effectiveness of interventions.

By developing a comprehensive cost analysis and budget projection, this assignment will provide a clear financial roadmap for implementing the Action Plan, strengthening healthcare resilience and emergency response capacity within Albania’s primary healthcare system.

3. ASSIGNMENT OBJECTIVE

The objective of this short-term assignment is to develop a comprehensive budgeting framework for the Action Plan for strengthening Primary Health Care in Albania. This includes the preparation, calculation, and financial analysis necessary to ensure the feasibility, sustainability, and efficient allocation of resources for the implementation of the Action Plan.

4. SCOPE OF WORK

The consultant will be responsible for the following tasks:

- Conduct a detailed, evidence-based cost analysis for each activity outlined in the Action Plan for PHC. This should at least include a calculation of needed financial, human and potential other

resources, identification of recurrent and non-recurrent costs and budget estimates for each year of the implementation period.

- Provide strategic recommendations for securing sustainable funding, including potential funding sources from public institutions, resource allocation strategies, and cost-effectiveness measures for different activities.
- Meet with key stakeholders responsible for activity implementation at all stages of the costing process to validate findings and ensure alignment with operational realities.
- Develop a detailed draft budget for Action Plan at Primary Health Care level in Albania, incorporating clear financial projections and ensuring feasibility within the existing healthcare financing landscape.
- Refine the draft budget based on stakeholder feedback.
- Conduct a validation workshop with the working group to review and finalize the budget for the Action Plan at PHC level.

5. LOCATION

The short-term expert is invited to work at the GFA office in Tirana or will work remotely from home, with a requirement to take part in in-person meetings in Tirana.

6. SERVICE PERIOD

The assignment will start on 01.09.2026 - 31.12.2026. It is expected that the assignment will be completed within a maximum of 20 expert days.

7. DELIVERABLES

1. **Inception Report:** A detailed report outlining the methodology, work plan, and data collection approach (within two weeks of contract signing).
2. **Draft Costing Report:** This report shall entail the details of the cost analysis and recommendations for sustainable fundings (within six weeks of contract signing).
3. **Draft Budget for the Action Plan for PHC** (within ten weeks of contract signing)
4. **Final Budget for the Action Plan for PHC** (within twelve weeks of contract signing)
5. **Final Report:** This report shall entail a summary of the assignment, including objectives, outputs, challenges and lessons learned, the documentation of stakeholder engagement, including minutes of meetings, and the documentation of the validation workshop, including agenda, minutes, list of participants, pictures, materials, etc. (within sixteen weeks of contract signing)

8. QUALIFICATION AND SELECTION CRITERIA FOR THE EXPERT

The below specified qualifications and experience represent the requirements in order to address effectively and timely the objective of this assignment:

- Advanced degree in Health Economics, Public Health, Finance, or a related field.
- At least 10 years of experience in health financing, budgeting, and costing of health programs.
- Proven expertise in cost analysis and financial modeling for health programs.
- Experience working with government health institutions, donors, and international organizations.
- Strong analytical, communication, and stakeholder engagement skills.
- Familiarity with PHC systems, programs, and emergency care is an asset.
- Fluency in Albanian and proficiency in English.

9. LOGISTICS

The short-term expert is expected to use his/her private laptop. Travel within Albania, if required, will be facilitated and reimbursed according to project specific travel regulations.

10. ROLES AND RESPONSIBILITIES

The SOLIDAR project team will support the expert with all needed logistics as available at the Tirana office. The team will also monitor, supervise, and facilitate the services offered by the consultant at every step of the process.

11. CONDITIONS FOR PARTICIPATION IN THE TENDER PROCESS

The Call/Tender will be published on the project website <https://solidar.org.al/>.

The conditions for participation, documents to be filled in and award criteria will be provided to the interested bidders after their Expression of Interest (Eoi).

Bids must be submitted in English language.

Bids must be submitted physically to the project address:

GFA Consulting Group GmbH - Dega Shqiptare

*Rruga Janos Hunyadi
P. 34, Kati 2, Zyra Nr.2
Njesia Administrative Nr.5
1019 Tirana, Albania*

All bidders are requested to submit two (2) separate sealed envelopes as follows:

i. **Technical Proposal**

A physical and electronic copy of the proposal (on a USB stick) placed in a sealed envelope clearly marked: **“Costing and budgeting of the Action Plan for Primary Healthcare – Technical Proposal”**.

ii. **Financial Proposal**

A physical and electronic copy of the financial proposal (on a USB stick) placed in a sealed envelope clearly marked: **“Costing and budgeting of the Action Plan for Primary Healthcare – Financial Proposal”**.

Public officials, civil servants, and other government employees are not eligible to be engaged as experts or otherwise hired under this contract.

Offers will be evaluated on an ongoing basis as they are received. The contracting authority reserves the right to assess and compare compliant offers before the submission deadline and may proceed with evaluation, clarification, negotiation, or award procedures accordingly. Submission of an offer at an earlier stage may therefore be advantageous.

Bids submitted after the deadline specified in the Call published on the project website <https://solidar.org.al/> will not be considered.

Any commercial, technical, or procedural queries shall be submitted electronically to solidar.office@gfa-group.de within the deadline indicated in the Call.

Enquiries by telephone or any other form of direct contact are not admissible and may lead to disqualification.



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No costs incurred by the bidder in the preparation and submission of the tender will be reimbursed. All such costs shall be borne solely by the bidder.

By submitting a tender, the bidder accepts to receive notification of the outcome of the procedure by electronic means. Should you decide not to submit a tender after expressing your interest, we would be grateful if you could inform us in writing, indicating the reasons for your decision.