

Terms of Reference
**Catch-up Exercise to Identify and Enrol Pending Beneficiaries of the
Benazir Income Support Program (BISP)
Under ADB's Social Protection Development Project Loan**

1. Background

The Benazir Income Support Program (BISP) was launched in 2008 by the Government of Pakistan as a flagship social safety net program for the poorest of the poor. The Program is the largest and most systematic social protection initiative ever launched in the country. BISP provides unconditional cash transfers (UCTs) of PKR 1500 per month to eligible families.

To achieve one of its prime objectives of promoting women's empowerment, the beneficiaries of BISP are all ever-married women holding valid computerized national identification cards (CNICs), within the eligible households. A poverty scorecard survey was initiated in 2009, to identify poor families. Based on proxy-means test criteria 7.796 million families (18 year and above females) were identified as the potential beneficiaries. Out of these 7.796 million beneficiaries, there are 5.586 million beneficiaries (on 31st May 2015) who are receiving cash grants, while 2.21 million, 28.4% of the total, that are the 'pending' beneficiaries – those who are not enrolled with BISP offices and are not getting the cash grants. Despite a lapse of almost five years these beneficiaries have not approached the local BISP offices. It is expected that a large number of the pending beneficiaries are the marginalized poor who are excluded from the program for a number of reasons, including their social status or circumstances. In pursuance of its mandate and mission, it is imperative that BISP makes every effort to reach these marginalized households. In order to achieve this objective BISP is embarking on an outreach initiative ('catch-up' exercise) which is considered necessary to activate the pending beneficiaries. The catch-up exercise is also important for learning lessons for future surveys and identifying unique characteristics of such beneficiaries who will have to be enrolled through an outreach initiative consequent to any update of the BISP database of the poor. Lessons from this catch-up exercise will be used to design better BISP interventions that ensure that BISP reaches the maximum number of its target beneficiaries.

The BISP wants to invite firms to present their proposals to carry out the catch-up exercise nationwide. For purposes of contracting Pakistan will be divided into three clusters, separate proposals are invited for each cluster. These comprise: Cluster A (KPK, FATA and GB), Cluster B (ICT, Punjab and AJK) and Cluster C (Sind and Baluchistan). The exercise will be conducted in two phases according to the terms described below.

2. Objectives of the assignment

The primary objective is to locate and initiate the enrollment process of pending beneficiaries, through a concerted effort of the Consultant with support from BISP and NADRA. Initiation process includes bringing the pending beneficiary to BISP Tehsil office and to submit the application so that enrollment process could be started. The secondary objective is to identify reasons for pendency, and to distill lessons for future poverty scorecard surveys and subsequent enrollment of pending beneficiaries.

3. Scope of Services, Tasks (Components) and Expected Deliverables

3.1. This exercise will be conducted in two phases, P-1 and P-2. After the results and outputs of P-1 are consolidated, BISP will decide whether to continue with a full blown catch-up exercise i.e. P-2. If BISP decides to proceed with P-2, then, BISP may revisit the methodology and tools for P-2, in

consultations with the Consultants, in order to ensure the efficiency and viability of P-2. The methodology section below outlines a proposed design for P-1 which, is subject to revision during the inception phase, if deemed necessary by mutual consent of parties.

3.2. Pending beneficiaries are scattered in all the districts of Pakistan including GB, AJK and FATA. For the catch-up exercise, provinces/regions have been grouped in 3 clusters, each comprising of two provinces/regions which are Punjab and AJK, Sindh and Balochistan, KP and GB. Interested firms can apply for 1 or more clusters. For P-1, a sample of 48 union councils (UCs) have been taken from 12 districts, selected from the 6 regions and 3 clusters to ensure regional and provincial representation. The list of UCs and districts from all the three clusters will be shared in the RFP. Selection of districts and UCs capture both variations: geographic and pendency rate. All pending beneficiaries in the 48 UCs will be included in the catch-up exercise in P-1, and the list of the pending beneficiaries will be shared with the firms for their respective clusters, along with all relevant information including geo-tagging, which is available in the BISP data-base.

3.3. A Task force will be established in BISP headquarters to oversee the exercise under the leadership of DG Cash Transfers while Director M & E wing will coordinate the exercise. At the field level, survey teams will work closely with BISP Tehsil offices, NADRA, Partner Bank as well as local staff of the Pakistan Post and local district revenue staff.

3.4. At the selected union council level the survey will kick off with initial consultation between some of the above mentioned offices/ government officials. The consultation will result in a map showing concentration of missing beneficiaries which will be developed by the consultant and devising a daily plan for P-1 on how villages/ local clusters are to be visited. Daily targets will have to be set at the local level, given the differences in density of missing beneficiaries and other local conditions. The consultant will have to augment survey teams accordingly, and keep the BISP provincial and head office informed accordingly. The consultant will require to use an android application provided by BISP and will upload the results¹ of the visited beneficiaries on the MIS Dashboard on a daily basis, providing a GIS tag for each visited beneficiary.²

3.5. In order to achieve the secondary objective of the catch-up exercise – to document reasons why eligible beneficiaries did not approach / or were not enrolled with BISP – multiple tools may be used. These can involve questionnaires with both closed and open-ended questions, and a few case studies in each union council which document typical or non-typical cases. The survey tools designed on the above outlined methodology and outputs will form part of the technical proposal and will be approved by BISP after discussion with consultant. The key objective is to identify some unique characteristics of such beneficiary households that will always require assistance with enrolment and an out-reach initiative by BISP. Such variables if identified properly will be added to future BISP surveys, so that pending enrolment cases can be identified earlier on and addressed on priority. Weekly progress reports will be shared and analysed by the consultant and summary progress reports (weekly) shared with BISP; for the purpose of progress monitoring.

¹The minimum categories to be reported on are: reasons of pendency with their frequency, number of pending beneficiaries touched, beneficiaries initiated with enrollment process, beneficiaries refused to take benefit, deceased beneficiaries and any other un-assumed categories prevail in field

²The dashboard should be capable of directly picking-up the information from android survey tools and reflect progress, reasons of pendency with their frequency and analysis of key areas of interest.

4. Team Composition and Qualification requirements for the Key Experts

All positions are national and shown per cluster

S. No.	Expert Position	Number of Positions	Total Months	Months for P-1	Months for P-2
a)	Team Leader	1	8	2	6
b)	Social scientist/ Poverty expert	1	3	1	2
c)	Field Coordinator	2	8	2	6
d)	Social Mobilizer	1	8	2	6
e)	Survey Statistician	1	8	2	6
f)	IT expert	1	3	1	2
g)	Field Enumerators (Support position)	20 (indicative only)	8	2	6

Expert Staff:

a. Team Leader

Preferred qualification: Master's degree in social sciences with 5-10 years of experience leading and analysing field survey work using mixed methods.

Detailed tasks: Specific tasks include (i) preparation of inception report and recommendations for improving methodology for P-2, (ii) supervision of data entry and all periodic reports, (iii) clean-up of data set, and (iv) preparation and presentation of analysis of data collected

b. Social scientist/ Poverty expert

Preferred qualification: PhD in Social Sciences/ poverty related field. Demonstrated experience in using mixed methods for similar projects.

Detailed Tasks: (i) develop and fine tune tools that help achieve the objective of the exercise; especially the second objective of finding reasons for non-enrolments. (ii) Testing and finalising these during the inception phase and making recommendations for tools for P-2.

c. Field Coordinator

Preferred qualification: Bachelor's degree 5-10 years of experience in managing field surveys.

Detailed tasks: Specific tasks include: (i) management and training of field enumerators, (iii) preparation of field strategy for location and interviews of WES beneficiaries and other households, (iv) assignment of enumerators to sampled villages, (v) supervision of enumerators in the field, (vi) checking accuracy and completeness of survey questionnaires, and (vii) organizing checks and resurveys of households as needed.

d. Social Mobilizer

Preferred qualification: The Specialist must have at least 5 years of experience in the field of social mobilization. He/she must have at least a master's degree in Social sciences.

Detailed tasks: The specific tasks of the Specialist are as follows: (i) assist the Team Leader and field coordinator and developing and implementing social mobilization; (ii) prepare appropriate approach to motivate people to get their status changed as "active beneficiaries"; (iii) based on P-1 findings, suggest BISP an appropriate approach of resolving the issue by designing and effective mobilization for P-2.

e. Survey Statistician

Preferred qualification: The Specialist must have at least 5 years of experience in data processing and analysis. He/she must have at least a master's degree in computer science or related fields and proficient in SPSS (Statistical Package for Social Sciences) software or other statistical package.

Detailed tasks: The specific tasks of the Specialist are as follows: (i) assist the Team Leader in preparing the data analysis plan based on the survey questionnaire; (ii) prepare procedures for editing/quality checks of data and coding instruction; (iii) train and supervise data entry operators in entering the data following the coding instruction; and (iv) generate cross-tabulations and charts as needed for the report.

f. IT Expert

Preferred qualification: MSc IT or related field. The Specialist must have at least 5 years of experience in designing software for development sector, especially for the surveys and Dashboards, android-based survey tools and web-based solution.

Detailed Tasks: The specific tasks of the specialist are: (i) help train enumerators in use of application; (ii) available for technical support for trouble shooting during the survey, on intermittent basis.

Support Staff:

g. Field Enumerators

The number of enumerators is indicative only for the purpose of comparison. The Consultant shall propose appropriate number of field enumerators in his technical proposal based on his methodology developed by the data of pending beneficiaries for each cluster available with the RFP.

Preferred qualification: Bachelor's degree, 2-3 years of surveying experience is preferred. They must have their personal android device which can use the application used.

Detailed tasks: Specific tasks will be (i) the location and interview of pending and BISP beneficiaries, (ii) filling out the survey questionnaire, (iii) checking the questionnaire to ensure all questions are answered accurately, (iv) submission of questionnaires to Team Leader for review and data entry, (v) assist the pending beneficiaries to be get their status changed as 'active'.

5. Reporting Requirements and Time Schedule for Deliverables

P-1 comprises 15 % of total cost of the exercise.

Key Deliverables			
Deliverable	Timelines	Progress payment	Remarks
Inception Report	Two weeks from signing of the contract	20 % of P-1 cost	The report should include (but not limited to) methodology, questionnaire on reasons for pendency, work plan with mapping. MIS Dashboard should be completed and accessible from BISP.
Mid-Term Report	Four weeks from signing of the contract	30 % of P-1 cost	The report should comprise findings of 50% of the sampled UCs in the cluster, including catch up number and preliminary analysis of the findings to date. GIS coordinates of all visited pending families should be provided. BISP will pick-up 5 % of the enrolled cases and validate the enrolment for both phases as part of its due diligence.
Final Report	Eight weeks from signing of the contract	50 % of P-1 cost	Should comprise of complete narrative on all UCs included in relevant Clusters CP-I comprises of 48 UCs divided in all three Clusters, catch-up number and analysis of reasons of pendency. GIS coordinates of all visited pending families should be provided. BISP will pick-up 5 % of the enrolled cases and validate the enrolment for both phases as part of its due diligence.

P-2 comprises 85 % of total cost of the exercise.

Key Deliverables			
Deliverable	Timelines	Progress payment	Remarks
Methodology Report	Nine weeks from signing of the contract	20 % of P-2 cost	The methodology will be finalized on the basis of experience and knowledge sharing amongst various Consultants at workshops arranged by BISP after the culmination of P-1. The activity based actual cost of survey (union council-wise) will be prepared by each consultant and shared separately with BISP.
Mid-Term Report	Twenty weeks from signing of the contract	30 % of P-2 cost	The report should comprise findings of x districts, including catch up number and preliminary analysis of the findings to date. GIS coordinates of all visited pending families should be provided. BISP will pick-up 5 % of the enrolled cases and validate the enrolment for both phases as part of its due diligence.

Final Report	Thirty weeks from signing of the contract	50 % of P-2 cost	Should comprise of complete narrative of x districts, catch-up number and analysis of reasons of pendency. GIS coordinates of all visited pending families should be provided. BISP will pick-up 5 % of the enrolled cases and validate the enrolment for both phases as part of its due diligence.
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The reports will be submitted in hard copies (3 copies) and in soft copy.

6. Client's inputs and Counterpart Personnel

- a. Coordination: A special Task Force will be constituted by BISP under the DG Cash Transfers and will constitute key personnel from M&E, MIS, and Beneficiary Services etc. The key function of the Task Force will be to ensure that all concerned BISP staff at HQ, provincial and Tehsil level extend maximum cooperation to the Consultant. Director M&E will be the Task Manager for the exercise and will be responsible for timely implementation of the exercise as well as trouble shooting and bringing issues to the Task Force for early resolution. The Task Force will meet fortnightly to review progress and brief the BISP secretary. It will also review the weekly reports generated by Consultant. The meetings can be called at the request of the Consultant or Task Manager and can be more frequent in P-1. The Task Manager will coordinate closely with the Consultant and flag issues that might affect the integrity or timeliness of the exercise to the Task Force Leader or the BISP Secretary, for immediate action.
- b. Preparation of a union council wise list of pendency ratio and its ranking for each region designated for conduct of survey, to be shared in the RFP, for union councils selected for P-1, and for the whole country prior to initiation of P-2.
- c. Preparation of lists of pending beneficiaries at the UC level including the information available, in order to help field teams to locate them (maps indicating concentrations, based on GIS tagging (if available) or otherwise) along with RFP for P-1 for the 48 UCs and all UCs prior to P-2.
- d. Ensure that all Consultants working using a single tool and android-based application for the exercise which upload on the same dashboard.
- e. Directions to BISP Tehsil and NADRA offices to cooperate with Consultant and help identify and locate the correct beneficiaries and enrol them.
- f. Seek assistance from local staff of Pakistan Post and the Revenue Department to help the catch-up exercise teams, by sharing their information
- g. Designated staff from BISP head office will visit and join teams on the ground at least once for each district in P-1, and as considered appropriate in P-2.

Both at the contract negotiation stage and during implementation, BISP needs to ensure that uniform reporting formats are being used by Consultants working in different clusters.
- h. The assignment should be completed within a maximum period of 8 months (including P-1, which will be completed within 2 months) from the day of contract signing. The Consultant will indicate a detailed operational design in the technical proposal.

7. Information to facilitate preparation of proposals

Firms which submit Expression of Interest (EOI) which will be evaluated and a shortlist prepared based on the following general criteria:

- a) Relevant experience of the firm(s) in the last five years or so and the list of ongoing projects in this respect including name of the client(s) and value of the assignments with person-month inputs to be provided separately;
- b) Organization of the firm, list of permanent technical staff with qualification, experience address and proof that they are in the employment of the firm. CVs shall be submitted for Director of firms and permanent senior technical staff members both for Lead and Associate firms. Corporate profile indicating years of operation, core competencies and management systems.
- c) Geographic experience of the firm in the relevant cluster.
- d) The firms will be required to submit EOI by indicating their respective cluster(s).

The shortlisted firms will then be requested to prepare detailed technical and financial proposals and will be evaluated according to the quality of technical proposal and the quotation on the cost for providing the service. Firms will be selected as per Quality and Cost Based Selection (QCBS) Method in accordance with ADB Guidelines on the Use of Consultants.

8. Copy Rights

The ownership of the data belongs to the BISP. The raw and cleaned data should be available immediately after it has been collected via the dashboard. Cleaned data is to be submitted to BISP on a fortnightly basis. Any delay in this matter will affect the payments to the survey team.