

Government of Pakistan
BENAZIR INCOME SUPPORT PROGRAMME

TERMS OF REFERENCE
CONSULTANT FOR
DRAFTING DISBURSEMENT REGULATIONS
FOR PAYMENTS TO BENEFICIARIES OF VARIOUS
SCHEMES/INITIATIVES

A. BACKGROUND:

The Government of Pakistan launched the Benazir Income Support Program (BISP) in July 2008 with an immediate objective to cushion the negative effects of slow economic growth, the food & fuel crisis and inflation on the poor, particularly women, through the provision of cash transfers for eligible families. Its long term objectives include meeting the targets set by Millennium Development Goals (MDGs) to eradicate extreme and chronic poverty and empowerment of women. BISP has identified its beneficiaries through a comprehensive poverty survey throughout the country. Since its inception, BISP has grown rapidly; it is now the largest single cash transfer programme in Pakistan's history.

BISP has been disbursing monthly cash assistance to its beneficiaries under its core programme called as "Unconditional Cash Transfer" (UCT). The number of beneficiary families under UCT programme has increased from 1.7 million in FY 2008-09 to approximately 5.2 million in March, 2016. The cash assistance to each beneficiary family has been increased from Rs. 3000/quarter to Rs. 4700/quarter effective July 1, 2015.

In addition to UCT Programme, as part of its graduation strategy and to link these transfers to attainment of human development goals, BISP has also initiated a Waseela-e-Taleem (Conditional Cash Transfer) Programme, to financially support the primary education of children having ages between 5 – 12 years of BISP Beneficiary families for their enrolment and retention in schools.

B. SCHEMES/INITIATIVES FOR BENEFICIARIES AND DISBURSEMENT MECHANISMS:

BISP has to date tested and rolled out following disbursement/payments modes for its beneficiaries:

1. CASH TRANSFER PROGRAMMES

1.1 UNCONDITIONAL

i. Pakistan Post Money Order system:

BISP MIS generates list of beneficiaries and sends it to Pak Post IT unit for issuance of Money Order Number. The data along with MO Nos. is sent back to BISP. Upon verification, BISP releases cheque and allows Pak Post for printing of Money

Orders. Then Pakistan Post completes printings and requires approx. 60 days to disburse cash transfers to beneficiaries through Money Orders and provides reconciliation to BISP MIS regarding delivery status. Currently, around 350,000 beneficiaries are being paid through this mode till they are shifted to one of the technology based payment mechanisms.

ii. Benazir Smart Card System:

In this system, NADRA was main partner of the project having responsibility for BISP beneficiaries' verification and issuance of Benazir Smart Card, whereas, a Bank (UBL) was responsible to open the Banks accounts and ensure further disbursements from BISP to its beneficiaries accordingly. Currently, around 150,000 beneficiaries are being paid through this mode.

iii. Benazir Mobile Banking:

BISP tested this mode in 5 districts across the country including Rawalpindi, Islamabad, Larkana, Layyah and Battagram. In this mode NADRA was responsible for verification services whereas Banks were responsible for account opening and Telcos were responsible for issuance of Mobile sets and SIM cards. Currently, around 125,000 beneficiaries are being paid through this mode.

iv. Benazir Debit Card:

BISP rolled out this mode in 124 districts across the country in order to shift all its beneficiaries from Pak Post to this mega payment platform. In this mode, NADRA is responsible for verification services whereas Banks are responsible for account opening and disbursement of cash transfers to BISP beneficiaries. Currently, around 4.6 million beneficiaries are being paid through this mode.

1.2 CONDITIONAL

i. Waseela-e-Taleem:

The said programme is currently being implemented in thirty two (32) districts across the country under which each beneficiary child is receiving an additional cash transfer of Pak. Rs. 750 per quarter upon meeting the admission verification in 1st quarter and attendance requirement of 70% in subsequent quarters till completion of primary education.

2. COMPLEMENTARY AND GRADUATION INITIATIVES:

There is an increasing role of complementary interventions in ensuring sustainable impact of cash transfer on uptake of education and health services, nutrition outcomes, and for improving livelihoods to increase the potential of graduation of BISP beneficiaries from poverty. Global experience suggests that where programmes are combined with complementary, well-sequenced interventions, they have greater potential of graduation of beneficiaries. The program has four closely associated and complementary components, including Waseela-e-Rozgar (Technical & Vocational Training), Waseela-e-Haq (Micro-finance), Waseela-e-Sehat (Life & Health Insurance) and Emergency Relief Packages (Emergency based cash assistance).

3. OBJECTIVES OF THE CONSULTANCY:

During the audit of BISP for FY 2012-13, the Federal Audit observed that the regulations for disbursements pertaining to all initiatives of BISP for its beneficiaries were neither prepared nor approved by the BISP Board. The Audit recommended that the regulations for all initiatives be prepared and got approved by the BISP Board. For this purpose, BISP has decided to hire the services of an individual Consultant whose scope of work shall be as under.

4. SCOPE AND RESPONSIBILITIES

- To review and analyze disbursement mechanisms of all on-going & suspended initiatives of BISP with reference to technical, operational, financial & contractual matters;
- To provide a diagnostic analysis of the legal issues associated with the management of the above initiatives/schemes identifying the shortcomings in the disbursement procedures;
- To advise on the appropriateness of the existing regulatory frameworks governing the above initiatives and suggest corrective measures;
- To draft regulations including regulatory instruments for all disbursements in proper legal language and in consideration of provisions of BISP's Act and other applicable commercial & regulatory laws/frameworks;
- To obtain feedback on the draft from relevant BISP staff and other stakeholders (on need basis) and incorporate the suggested changes, if any;
- To finalize the draft regulations by presenting them to the Competent Fora.

F. Time frame and Supervision

The Consultant shall work closely with BISP's Directors General for (i) Cash Transfer; (ii) Complementary Initiatives; (iii) Finance & Accounting; (iv) MIS and associated staff. The Consultant shall complete the assignment in forty five (45) days commencing from date of signing of contract during a three-months' period, or any other period as may be subsequently agreed by the parties in writing. The Consultant shall be entitled to payment of Consultancy Fee, upon achieving respective deliverable as given here under, on per day charge rate as mutually agreed between the parties:-

G. Payment Deliverables

Sr. #	Deliverables	Timelines
1.	Report on Diagnostic Analysis from regulatory perspective of BISP's Cash Disbursement Schemes/Initiatives	10 days
2.	Drafting regulations of all the Cash Disbursement Schemes/Initiatives including both on-going & suspended schemes	20 days
3.	Presentation of draft regulations to competent fora and their finalization.	15 days

H. Qualifications and Experience

Master's degree or equivalent in Law/Finance/Accounts/Economics or any other relevant field from a reputed university. Proven work experience of five (05) years in formulating Operational, Financial, Accounting, Auditing, Regulations on various aspects of Public Sector Organizations' roles and functions.