

Terms of Reference

SINDH EDUCATION NON-STATE ACTORS PROGRAMME (SENSA)

TERMS OF REFERENCE

TECHNICAL ASSISTANCE AND MANAGEMENT ORGANISATION (“The Supplier”)

January 2018

Background

- The Sindh Education Non-State Actors (SENSA) programme will fund a full cycle of primary education for up to 51,145 (54% girls, 46% boys) of the poorest children in Sindh province. The Education Fund for Sindh (EFS), a pilot programme which DFID Pakistan supported since February 2012, came to an end on 31 March 2016. EFS funded four national and international non-government organisations ((I)NGOs) as alternative non-state providers of education services, known as ‘intermediaries’. Of all the strands of the EFS programme (the voucher system, the intermediary programme and the public private partnership strand) the ‘intermediary’ strand was the most successful in terms of both delivery and in mitigating risk.
- Under SENSA, DFID Pakistan is providing up to £13.3 million for four years and three months (July 2016-September 2020) to continue funding three of the NGOs previously delivering education to out-of-school children under the intermediary strand of EFS. This is to enable the children enrolled under EFS to complete their primary education, gain quality learning outcomes, and transition to an appropriate next stage. The three NGOs are the Bangladesh Rural Advancement Committee (BRAC), The Citizens Foundation (TCF) and the Family Educational Services Foundation (FESF). DFID is supporting up to 35,432 students through BRAC (65% female, 35% male, 3% with a disability), 15,631 students through TCF (48% female, 52% male), and 82 students with significant hearing difficulties through FESF (48% female, 52% male). 11,105 of these students completed their primary education in April 2017. A further 7,000 students from TCF schools and 13,000 students from BRAC schools will complete their primary education by April 2018. Funds to TCF ceased in March 2018 when all children enrolled in Grade 5 have completed their primary education. All DFID funds to BRAC and FESF will cease in September 2020 when all children originally enrolled under EFS have completed their primary education with quality learning outcomes (See Annex A for a breakdown of the cohorts of children to be supported through SENSA).
- FESF is based in Karachi, and BRAC is based in Islamabad with a regional office in Karachi. FESF runs formal schools which are established and maintained through a wide range of alternative sources of funding, and operate a model of five years primary education. FESF Deaf Reach schools teach through Pakistani Sign Language, and have middle and secondary schools. BRAC operates a different model whereby they set up one-classroom primary schools with 30 students and 1 teacher within communities, and deliver the five-year government curriculum over four years. In Sindh they receive funding from DFID and Sindh Education Foundation (SEF).
- SENSA is working mainly in Karachi city, where there are the greatest numbers of out-of-school children, but also in the rural districts of Qamber Shahdadkot and Khairpur. These districts were initially selected through EFS on the basis of geographical coverage (one district each from the northern, central and southern zones of Sindh), and to avoid any perceived bias towards any one political party.

- DFID put Oxford Policy Management (OPM) in place as an interim Contract Management Organisation (CMO) from October 2016 to 31 July 2018. £5 million will be disbursed under this interim contract.
- DFID has signed Accountable Grant Agreements directly with the NGOs to make payments out of the remaining £8.3 million, on the basis of monitoring reports on student enrolment and attendance. This funding will enable the NGOs to provide quality education to enable enrolled children to complete primary education with meaningful learning outcomes, and increase their opportunities transition to an appropriate next stage. The budget for BRAC and FESF for 1 August 2018 – September 2020 is as follows:
 - BRAC: £6,296,942 (August 2018 – September 2020)
 - FESF: £111,467 (August 2018 – September 2020)
- This Terms of Reference is for OPM to take over permanent provision of technical assistance, monitoring, assessment and reporting services for up to 25 months from 1 August 2018 – 30 September 2020 for a value of up to £800,000.

Rationale for Technical Assistance and Management Organisation support

- Schools supported under SENSE span a vast geographical area, and DFID does not have capacity to monitor these. SENSE programme partners are predominantly based in Sindh, and regular face-to-face engagement is required to support improvements in their work. DFID does not have a presence in Sindh and security challenges limit both the frequency of visits and where DFID staff can go to monitor programmes. However, DFID Pakistan staff will aim to visit the supplier and NGOs in Karachi and conduct field visits to schools in programme districts where possible, at least every quarter over the programme lifetime. Given the security challenges, the supplier will need to devise solutions to enable their staff to visit partner NGO schools and regularly monitor enrolment, dropout, attendance, learning outcomes and transition of SENSE-supported children.

Objectives

- OPM will be responsible for supporting improved delivery, performance and risk management of the partner organisations, and monitoring, assessment and financial and progress reporting to DFID. DFID will continue to hold a contract with OPM, and Accountable Grant Agreements with the NGOs. OPM will need to be able to operate effectively in Sindh.
- OPM will have the objective of providing high-quality technical assistance, programme management, monitoring and oversight, and education expertise to enable delivery of quality primary education, and support transition to an appropriate next stage for the children enrolled in BRAC and FESF schools. The supplier will be expected to:
 - i. Develop annual and quarterly workplans in consultation with DFID and NGOs
 - ii. Conduct robust monthly field monitoring spot-checks to SENSE-supported schools to verify student and teacher attendance and retention, minimum standards for teachers and infrastructure/facilities, and identify operational and quality issues
 - iii. Submit monthly monitoring reports to DFID, summarising data and issues from monitoring, progress on priority reforms, responses from NGOs, and recommending payments to NGOs based on student enrolment and attendance levels
 - iv. Submit quarterly annual progress reports to DFID based on trends from monitoring data against Logframe indicators (enrolment, retention, attendance, completion, transition, learning outcomes, teacher attendance and turnover, teacher performance – disaggregated by cohort/grade, geography, sex, disability), assessment of the trajectory of NGO reform areas (e.g. improvements to learning assessment systems, teacher management, management information systems), assessment of key risks, and recommendations for action in the next quarter

- v. Support NGOs to improve their delivery of quality education, and teacher performance, student learning and progression through providing advisory services: – recommendations linked to robust monitoring data, assessment of teaching, learning, assessment, teacher development systems, research, lesson-learning and capacity-building workshops, potential strategies and partnerships
- vi. Support NGOs and government to put in place effective measures to increase opportunities for students to transition to an appropriate next stage (e.g. Grade 6), and measure transition information
- vii. Effectively foster and manage Sindh-level relationships with the NGOs, and interaction and coordination with other key stakeholders (government, Sindh Education Foundation, private organisations, JICA, ADB, UNICEF etc), to improve the quality of the programme, share lessons about non-state education delivery, and create linkages for NGOs
- viii. Support NGOs to improve their education management information system, data management, record-keeping and reporting, to enable better monitoring, decision-making and evidence around student education outcomes, progress and challenges
- ix. Help mitigate risks to the programme, and help safeguard UK taxpayer funds and beneficiaries through training field staff, and reporting any concerns through appropriate complaint management, conflict of interest, child protection and counter-fraud systems, and provide assurance to DFID around flow of funds down to the school-level
- x. Drive and support improvements in NGO delivery, operational standards, and value-for-money (Economy, Efficiency, Effectiveness, Equity)
- xi. Work with NGOs to ensure visibility of UKAid branding across programme as appropriate

Scope of the assignment

Provide requisite services

- OPM will be responsible for technical assistance, management and monitoring of the delivery and performance of the SENSE programme through BRAC and FESF, and enabling children to complete their primary education with learning outcomes on a par with or better than their peers in similar schools, and transition to an appropriate next stage. They will be responsible for providing continuous advisory support, project management and monitoring to track enrolment of students, attendance and dropout/retention rates, equity and learning outcomes (using agreed learning assessment tools), transition information, and ensure effective strategies are being taken to improve (I)NGO delivery and performance.

Recruit and deploy high quality personnel

- OPM will be responsible for recruiting and effectively deploying qualified personnel in response to changing service requirements. The composition of the team can be developed by the supplier but should include as a minimum:
 - Karachi-based Team Leader/Project Manager - responsible point person for managing monitoring, communicating with DFID, reporting, facilitating DFID visits, relationship management with NGOs and other stakeholders in Sindh
 - Education Lead - technical oversight of the quality and appropriateness of delivery and advice to NGOs on issues of attendance, dropout, teaching, learning, assessment, equity (for poorer students, girls, children with disabilities), and transition
 - Finance and Programme Management Lead - responsible for leading and coordinating the programme, ensuring agreed deliverables are met to deadlines, forecasting payment requests, reporting to DFID
 - Team of experienced local field monitors able to cover schools across the programme - providing a significant portion of time for monitoring of schools, teachers and students supported
- OPM should inform DFID Pakistan of any decision related to the recruitment/termination of personnel in a timely manner. Key personnel will be named in the contract and budget, and their replacement/substitution must be agreed and accepted by DFID.

Financial management

- OPM will be responsible for overseeing and providing assurance on fund flows down to the school level, safeguards and controls. Payments will be made to NGOs by DFID on the basis of monthly reports prepared by the supplier on eligible children enrolled, dropouts, and minimum attendance rates (over 70%).
- OPM will be required to provide budget and financial forecasting for their expenses as well as the NGOs as per timelines agreed with DFID. The supplier will work with the NGOs to ensure forecasts remain on track and will maintain records of funds disbursement from DFID to NGOs.

Risk management

- OPM will develop and implement an effective risk management plan to deliver SENSE, and will be responsible for implementing and supporting NGOs to implement risk mitigation strategies. OPM will update DFID quarterly on key risks and mitigating actions in the risk management plan.
- OPM will be expected to support due diligence on part of the NGOs in reporting, monitoring and financial management. OPM will lead the process for responding to findings, recommendations and action points from DFID's Portfolio Risk Assurance Programme where necessary.
- OPM will be expected to safeguard UK taxpayer funds through a complaint management, conflict of interest and counter-fraud system, in line with DFID guidance.

Improving Value for Money

- OPM will utilise a value for money framework to better understand differences between the various education models adopted by the NGOs, key cost drivers, costs per child, and how vfm compares to that in government and other non-state schools.
- DFID's VfM strategy is built around Economy, Efficiency, Effectiveness and Equity, and maximising the impact of UK taxpayer money. The minimum expectation for successful project implementation will be meeting DFID Logframe and agreed workplan milestones, within the allocated budget and time period.
- OPM's systems should ensure that DFID funding is spent smartly, and performance is captured well and communicated easily. A vfm framework should use transparent and accessible data to provide a clear articulation of where vfm lies. Driving vfm is being able to use management information to identify potential savings or reallocation of resources for greater impact; and building capacity in NGOs to overcome blockages (e.g. improve education outcomes, reduce dropout, improve transition to middle/elementary/secondary school)

Improving Education Outcomes

- OPM will support NGOs to ensure children enrolled under the programme receive the best education within the parameters of the programme, complete their primary education with learning outcomes on a par with or better than their peers in similar schools, and are enabled to transition to an appropriate next stage.
- OPM will support NGOs to implement effective strategies and partnerships to improve student enrolment, attendance levels, retention, completion, learning outcomes and transition; improve teaching, learning and learning assessment; and respond effectively to equity, gender and disability issues. OPM will support NGOs to develop specific strategies to provide additional support for children who may struggle more with school (e.g. children from poorer families, girls, children with disabilities, working children)

- OPM will conduct annual learning assessments of students enrolled in NGO schools as part of monitoring, using agreed diagnostic learning assessment tools, and tools which can enable comparison with provincial/national learning levels and are suitable for use with the learners (e.g. ASER). DFID will use a Logframe agreed with the supplier to track and assess education outcomes of students under SENSEA against provincial data.
- OPM will review NGO teaching, learning, assessment, teacher performance and training systems, and support NGOs to develop policies and systems to focus more on student learning outcomes, and inclusive and differentiated teaching methods.

Monitoring and verification

- OPM will be responsible for maintaining an electronic database of children and teachers supported by NGOs under SENSEA (cohort/grade, age, sex, location and disability disaggregated), including cohort/grade, enrolment/dropout, replacement, attendance, completion, learning outcomes, and transition information. OPM will also be responsible for maintaining an electronic database of teacher information and school infrastructure/facility quality.
- Based on indicators, milestones and targets in the DFID Logframe, OPM will collect, verify and report monitoring data to DFID monthly, quarterly and annually (as required) through appropriate systems and processes. Data will include (but not be limited to): number of students supported by each NGO (cohort/grade, age, sex, location and disability disaggregated), attendance, retention, completion, learning outcomes, transition information, teacher attendance and turnover, NGO learning assessment systems, and teacher performance.
- OPM will maintain a robust monthly monitoring plan to field site locations of each partner to verify and compare student and teacher enrolment, attendance and dropouts in NGO schools, and report on progress and challenges.

OPM will support NGOs to develop their own education management information systems, monitoring processes, and data management to enable them to track school performance, hold teachers and staff accountable, and make better policy decisions.

- DFID will agree appropriate management systems and processes with OPM, including scrutinising supplier monitoring and progress reports and Key Performance Indicators (KPIs). Monitoring trips by DFID to Karachi will include meeting the supplier's Karachi team, the NGOs and other key stakeholders, and school visits to assess education data, student learning outcomes, successes and challenges on the ground, and NGO responses to equity, gender and disability issues. OPM should facilitate the DFID team during monitoring visits, including accompanying them to the schools, NGOs and other partners, and ensuring access to relevant documentation and partners.
- OPM should prepare and submit monthly monitoring and quarterly progress reports to DFID Pakistan in consultation with the NGOs, setting out progress, challenges and risks to delivery, in a format agreed with DFID.
- In case of non or poor performance by one (or all) NGOs, DFID will discontinue funding to the partner with a three month notice period for closure. OPM will be expected to handle the close out process in this scenario and ensure all documentation on expenditure and schools is obtained.

Exit strategy and programme closure

- OPM will develop a robust strategy early on to support NGOs to enable students supported under the programme transition to an appropriate next stage (i.e. Grade 6) once they complete their primary education. This should include mapping of elementary/middle/secondary schools near NGO schools, gaining agreements from

government, Sindh Education Foundation, TCF and other post-primary providers for NGO children to be admitted, and facilitating linkages and partnerships between schools and organisations. This strategy should also consider how other aspects of the programme can be taken over and sustained by government and/or non-state organisations and OPM will facilitate the interaction with other stakeholders (such as government and other non-state actors) to implement the strategy.

- OPM will also assist DFID in consolidating and drafting the Project Completion Report at the end of the project, with lessons learned and recommendations on potential future scale-up of approaches, management and monitoring arrangements following the end of the programme. OPM will lead on the necessary monitoring and close out processes with the NGOs, information gathering and financial consolidation.

Outputs

- The principal outputs of OPM will include (but not be limited to):
 - i. Ownership of SENSE logframe, including setting targets and supporting NGOs to achieve milestones as per agreed timelines and workplans
 - ii. Quarterly workplans developed in consultation with DFID and NGOs with monthly progress tracking
 - iii. Monthly monitoring visits/ physical spot checks conducted to a field site location of each partner to verify and compare activity and student education outcomes
 - iv. Monthly monitoring and quarterly progress reports to DFID Pakistan on the programme based on indicators, milestones and targets in the DFID logframe, setting out progress, challenges and risks to delivery for each (I)NGO, and including recommendations for monthly DFID payment to NGOs on the basis of student enrolment and attendance rates.
 - v. A maintained electronic database (cohort/grade, age, sex, location and disability disaggregated) of children supported by all NGOs under SENSE, including enrolment, dropout replacement, attendance, completion, learning outcomes, and transition information Semi-annual diagnostic and summative learning assessments of students enrolled in NGO schools conducted (using agreed diagnostic and comparable learning assessment tools)
 - vi. A robust, transparent and up-to-date accounting system maintained to track invoices and payments (both for supplier and NGOs) and budget planning
 - vii. Ongoing support for NGOs to improve strategies and partnerships to retain students and teachers, bring students who drop out back to school, improve attendance, improve teaching and learning, and respond effectively to equity, gender and disability issues
 - viii. Quantitative and qualitative research into student, teacher and school performance issues
 - ix. Strong programme management for project delivery by NGOs including risk management and assurance systems, value for money developed and utilised for improvements in programme VFM, safeguard of DFID and UK taxpayer funding, appropriate visibility of UK aid branding where appropriate
 - x. Effective close out of programme, including consolidation of all learning and recommendations; coordination with NGOs and other key stakeholders for project close out or handover, contributing to Project Completion Report (PCR) and financial closure

Duration of the assignment

- The assignment is for up to 25 months from August 2018 to September 2020. OPM will continue implementation and maintain progress with delivering education under SENSE following the interim arrangement.
- The contract will include annual key review points to allow for changes that may occur during the life of the programme. DFID shall, as a condition of proceeding from one phase to the next, have the right to request changes to the contract to reflect lessons learned, or changes in circumstances, policies or objectives relating to or affecting the programme. Changes may include the services, the Terms of Reference and the Contract price.

- The key review point for the programme and contract is in July each year when DFID will complete an Annual Review of the programme and decide whether to continue funding the supplier and NGOs on the basis of this. OPM will need to report into this review.
- Continuation following a review point will be subject to the satisfactory performance of OPM during the preceding period, continued availability of funding, and the continuing needs of the programme.

Payments

- OPM will send monthly invoices to DFID for fees and services costs for all the activities which have taken place within the preceding month. OPM is expected to be financially strong, as DFID accounting rules do not allow advance payments to suppliers. The payments will be reimbursed in arrears on a monthly basis and will be made subject to satisfactory progress/delivery of approved monthly workplans and progress reports.
- Indicative Key Performance Indicators (KPIs) are listed below, but DFID can review the proposed with OPM during implementation:
 - effective monthly communication with and reporting from NGOs
 - robust monthly monitoring of schools and students, and monthly monitoring and quarterly/annual progress reports to DFID
 - At least 95% accurate monthly forecasting, and communication of supplier costs and NGO funding needs to DFID
 - Timely advisory action to support NGOs to improve operational and education quality issues
- DFID propose a hybrid payment mechanism where fees and expenses are paid on an open book time and materials basis with 5% of payment paid on achievement of KPIs on a monthly basis.

Reporting

- For all purposes, the supplier will report to the Senior Responsible Owner, Education Adviser, Programme Manager and Project Officer for SENSE in DFID Pakistan. OPM will generate monthly monitoring and quarterly/annual progress reports in a format agreed with DFID.

Recipients

- Recipients under the SENSE programme will be;
 - a. students enrolled by the three NGOs under the previous EFS programme
 - b. their parents and families
 - c. teachers and education staff recruited, trained and managed by the NGOs in partner schools
 - d. school owners
 - e. HQ, regional and district NGO project staff

Duty of Care

- OPM is responsible for the safety and well-being of their Personnel and Third Parties affected by their activities under this contract, including appropriate security, beneficiary safeguarding and child protection arrangements. They will also be responsible for the provision of suitable security arrangements for their domestic and business property.
- DFID will share available information with the supplier on security status and developments in-country where appropriate.
- OPM is responsible for ensuring appropriate safety, security, beneficiary safeguarding and child protection briefings for all of their Personnel working under this contract. Travel advice is

also available on the FCO website and OPM must ensure they (and their Personnel) are up to date with the latest position.

- OPM will need to operate in conflict-affected areas which are highly insecure. DFID travel to many zones within the region will be subject to travel clearance from the UK Government in advance. The security situation in Sindh, Karachi in particular is volatile and subject to change at short notice. OPM should be comfortable working in such an environment and should be capable of deploying to any areas required within the region in order to deliver the contract (subject to travel clearance being granted).
- OPM is responsible for ensuring that appropriate arrangements, processes and procedures are in place for their personnel, taking into account the environment they will be working in and the level of risk involved in delivery of the contract (such as working in dangerous, fragile and hostile environments etc). OPM must ensure their personnel receive the required level of training prior to deployment.

Duty of Care Risk Matrix

In November 2016, DFID Pakistan assessed the Duty of Care risk as **‘Medium’** overall (see below). This was signed off by the Head of Office:

Theme	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score	DFID Risk Score
Province	Karachi	Khairpur	Qamber Shahdadkot	Thatta	Dadu	Jamshoro	Hyderabad	Badin	Tando Allahyar	Sanghar	Mirpur Khas	Nawabshah	Naushahro Feroze	Larkana	Sukkur	Jacobabad	Kashmore Khandhkot	Ghotki	Matiari	TM Khan
Overall Rating*	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
FCO Travel Advice	2	3	3	2	3	2	2	2	2	2	2	3	3	3	3	3	3	3	2	2
Host Nation Travel Advice	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Transportation	3	4	4	3	4	3	3	3	3	3	3	3	4	3	4	4	4	4	3	3
Security	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
Civil Unrest	3	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Violence/crime	5	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Terrorism	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
Conflict (war)	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2	2
Hurricane	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Earthquake	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Flood / Tsunami	2	5	4	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
Medical Services	2	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3
Nature of Project Intervention	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3	3

1 Very Low	2 Low	3 Medium	4 High	5 Very High
<p>Intervention has full popular support, cultural compatibility, positive media coverage and backing of local and national civil leadership.</p> <p>Intervention is welcomed and encouraged by influential religious/ideological groups.</p> <p>Intervention has no relationship to governmental corruption, organised crime or narcotics.</p>	<p>Intervention has broad popular support, cultural compatibility, neutral or no media coverage, and backing of local civil leadership.</p> <p>Intervention is tolerated by influential religious/ideological groups.</p> <p>Intervention has no direct relationship to governmental corruption, organised crime or narcotics.</p>	<p>Intervention has some popular support, some cultural incompatibility, negative media coverage, and acquiescence of civil leadership.</p> <p>Intervention is controversial to influential religious/ideological groups.</p> <p>Intervention has a relationship to governmental corruption, organised crime or narcotics.</p>	<p>Intervention has limited popular support, some cultural incompatibility, unsupportive media coverage, and has some opposition by local or national civil leadership.</p> <p>Intervention is opposed by some influential religious/ideological groups.</p> <p>Intervention has a significant bearing on governmental corruption, organised crime or narcotics.</p>	<p>Intervention has very limited popular support, significant cultural incompatibility, unsupportive media coverage, and significant opposition by local or national civil leadership.</p> <p>Intervention is strongly opposed by influential religious/ideological groups.</p> <p>Intervention has strong bearing on governmental corruption, organised crime or narcotics.</p>

A: Cohort-wise details of children enrolled

	Grade	Year of enrolment under EFS	Expected time of school/course completion	Number of children	Number of schools
BRAC					
Cohort C	Grade 2	2015	March 2019	5,998	195
Cohort D	Grade 1	April 2017	September 2020	9,000	300
Total BRAC				14,998	
FESF					
Cohort A	Grades Intro1,2 and 1-5	2012/13 to 2015/16	March 2019 - September 2020	76	1
Total FESF				76	
Total SENSEA				15,073	496