

## ITT VOLUME 2 (Terms of Reference)

### National Census and Civil Registration in South Asia

#### Introduction

1. The Department for International Development (DFID) is the part of the UK government that manages Britain's aid to low-income countries and works to eradicate extreme poverty. DFID is working with others to reach the Sustainable Development Goals (SDGs) by 2030.
2. The Research and Evidence Division (RED) within DFID leads on the generation of new evidence through research and evaluation to improve the effectiveness and efficiency of development interventions aimed at eliminating poverty and reducing vulnerability. RED provides this support in four broad areas:
  - a. Generating evidence on need and context, enabling decision-makers to better understand the changing nature of the environment in which they are working and to plan for the future;
  - b. Supporting evidence on "what works", enabling decision-makers to invest in interventions that are most likely to work;
  - c. Facilitating the better use of existing evidence ensuring that decision-makers can access high-quality, relevant information when they need it; and
  - d. Supporting the capacity building of Southern research organisations, enabling the development of nationally owned research agendas.
3. The South Asia Research Hub (SARH) is a decentralised team based in Delhi with a geographical focus on Afghanistan, Bangladesh, Burma, India, Nepal and Pakistan. SARH supports research on emerging issues that have cross-border relevance or are common to multiple countries in South Asia.
4. The following Terms of Reference (ToRs) sets out the requirements for the UK Department for International Development (DFID) funded research study into "***National Census and Civil Registration in South Asia***".

#### Background

5. A country's population census is the primary source of data on the size and characteristics of its population at different administrative and geographical levels. The census, being the largest and most significant statistical activity undertaken in the country, provides Governments, development partners, and CSOs, among others (including the general public) with detailed demographic, social and economic data for every province, district, local units (municipality and rural municipalities), and wards besides ecological zones. The provision of this vital information and data is central to the country's public administration, development planning and policy making.
6. Quality data and indicators are particularly valued and crucial for planning, implementation and monitoring of all development activities, monitoring and tracking progress towards the Sustainable Development Goals (SDGs) among others. As such the importance of population census has been well

recognized in the SDGs under goal No. 17, where the target No. 17.19 states the necessity of supporting statistical capacity building in developing countries through at least one population census every ten years.

7. Conducting a census involves a series of carefully coordinated steps, with the pre-census planning phase regarded as the most critical step in the census exercise. The early phases of planning will set the strategic direction for the entire census, ensure common understanding of what is required for conducting a quality census, and how the census fits into the overall statistical framework of the country. Each phase of the census cycle is dependent on the preceding phase, and the quality and timeliness of the output from each phase has a direct effect on the subsequent phases.
8. Identification programs are underway in three of the largest South Asia countries including India, Pakistan, and Bangladesh. Countries can potentially use this information to establish full population registers. This would also mean they meet target 16.9 of the UN's Sustainable Development Goals: "By 2030, provide legal identity for all, including birth registration."
9. As the registration systems to record residence and vital events develop there is a need to improve understanding of the benefits and risks of supporting this work. Including understanding where DFID might be best placed to provide support and how best to do that.

## **Purpose of this research**

10. This is a Terms of Reference (TOR) for the production of a review of evidence both of literature and key informants looking at three key interlinked areas, national censuses, civil registration and national identity databases. This review should look at the global evidence with a focus on South Asia examining what lessons can be learned in these three subjects in South Asia.
11. The purpose of this research is to;
  - a. Inform programme design work to support the development of censuses in South Asia.
  - b. Examine evidence on civil registration as an ongoing issue in South Asia to potentially identify from evidence where there is an opportunity for DFID to make a real difference to those who have no form of registration. Further, where due to the complicated nature of factors surrounding civil registration the time might not be right for an intervention.
  - c. It would also inform thinking and understanding of national identity databases including understanding the risks and benefits of supporting this work.
12. There will be two parts to the scoping review;
  - a. The first part will look at how national censuses<sup>1</sup> have been conducted in different contexts specifically looking at approaches to

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<sup>1</sup> The information generated by a population and housing census – numbers of people, their distribution, their living conditions and other key data – is critical for development. Without

- building confidence and trust in census data,
  - ethnicity, social identity and nationality issues, and
  - working in fragile regions.
  - It should also examine what lessons can be learned where the structure of government changed significantly between national census.
  - What does the literature say are good practical approaches?
  - Learning from others who have supported national censuses what do they say are the most important factors?
  - What are the biggest risks?
- b. The second part will look at civil registration and national identity databases. This would look at the issues beyond strengthening national statistical systems.
- What are the most significant barriers to civil registration in South Asia?
  - What are the main barriers to improving civil registration?
  - How can these barriers be overcome?
  - Are there case studies where these barriers have been overcome?
  - Focussing on practical approaches, what does the evidence say are the best approaches to improving civil registration that improve people's lives?
  - What are the biggest risks when working on civil registration and can these risks be mitigated?
  - How coherent are national identity databases and civil registration systems both in terms of what they are used for and the underlying data sources?
  - How are the national identity databases being used and by whom?
  - What are the pros and cons of these databases?

13. These questions can be further refined in collaboration with DFID during the initial phase. We do not expect that research teams will be able to cover all questions, but they should indicate in their bid which questions they might potentially cover.

### **Methodology**

14. Research teams should explain their research design and methodological approaches, any potential risks and challenges for the study, and how these will be managed.

### **Literature Review**

15. The rigorous literature review should include published research, policy briefs, statistics, documents from the Governments and donor community (not an exhaustive list), which should be assessed in line with the guidance. The review should use a clear search strategy and consider the breadth, consistency and strength of evidence when drawing conclusions. The rigorous

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accurate data, policymakers do not know where to invest in schools, hospitals and roads. Those most in need remain invisible. Yet too many countries have outdated or inaccurate information about their populations. <https://www.unfpa.org/census>

literature review should also identify evidence gaps and opportunities for primary research.

16. When finding and assessing evidence, the rigorous literature review should use the DFID How to Note on 'Assessing the quality of evidence'. The review should use a clear search strategy and consider the breadth, consistency and strength of evidence when drawing conclusions.

17. This review will establish the research parameters and scope to support design of a research work plan, which should include a methodological approach and research questions for primary research activities and analysis.

## Develop work plan for primary research and analysis

### Interviews with key informants

18. Research teams should design the research to capture evidence from key informants. Key Informants should include people who;

- a. have experience of working to support national census, civil registration or national identity data bases.
- b. International experts
- c. Civil servants within governments where support has been received.

19. The key information interviews (KIIs) should be conducted at distance and travel should ideally not be incurred to conduct them. Alternative approaches would require a clear justification.

20. Analysis and synthesis of findings should be applied to the research framework in response to research questions. Key themes should be identified and presented in a clear and succinct way, including use of tables and graphs as appropriate.

### Highlight lessons

21. Findings should be summarised and highlighted into key lessons learned and clear recommendations made for entry points for programming and to advise on evidence gaps and future research opportunities.

### Reports and Outputs

22. All bids should present a work plan to complete the research project, delivering the outputs in Table 1. Indicative times for products are given below; these should be detailed in the work plan.

<b>Table 1. Research Outputs</b>		<b>Time</b>
<b>Research work plan and methodological approach</b>	This should outline the work plan for conducting literature review and Key Information Interviews and relevant analysis and synthesis. It should scope the extent of the rigorous literature review.	Initially with proposal then detailed plans two weeks after start date.
<b>Draft Summary Report</b>	The draft summary report should highlight findings from the rigorous literature review	2.5 months.

	and the KIs, and initial analysis. It should also include early recommendations for entry points for programming and an overview of lessons learned. The draft summary report should not include the overview, methodology, nor background, which are all required in the final research report. The purpose of this report is to provide findings and analysis at an earlier stage to inform programming decisions. This report will only receive limited circulation among key decision makers and will not be published.	
<b>Final research report</b>	The final research report is the primary output. It should contain an overview of the research, methodology, background to the research and research activities, a summary of findings from the rigorous literature review and primary research, analysis of findings and consequential recommendations—including entry points for programming and research gaps and opportunities. Where possible, analysis should be presented in an accessible format – i.e., use of tables, graphs, and diagrams is appreciated. The research paper should be no longer than 25 pages, excluding Annexes.	4 Months.
<b>PowerPoint presentation</b>	A deck of findings from the research – designed to present research outputs succinctly and with impact to lay persons. This includes a seminar presentation to DFID.	4 months.
<b>Two-page policy brief</b>	A short synopsis of the research, findings, analysis, and recommendations relevant to policy initiatives.	4 months.
<b>Mind map</b>	A mind map identifying key links between all three areas and risks and opportunities.	4 months.
<b>One pager</b>	This one pager should allow the reader to have a ten second look and understand the key issues about supporting national censuses, civil registration and national identity databases.	4 months.
<b>Seminar</b>	Proposals should also include budget to present this research to DFID from London or East Kilbride. If the team is not UK based other arrangements would be made for a remote presentation and any associated costs should be included in the proposal.	5 months

**Note: There may be some sensitive findings from the research. As always DFID would endeavour to publish the report and therefore may redact some sensitive parts.**

### **Management Arrangements**

23. The supplier will be involved in a minimum of two meetings with the key DFID contact (one to present the research framework and preliminary findings from the rigorous literature review, and the final meeting to present and disseminate findings).
24. Further meetings may be required throughout the research. Meetings will take, online or on the phone. In addition to the project deliverables, the supplier will need to ensure programme management reporting to the SARH Programme Manager. The Supplier will be required to share monthly progress reports, detailing project progress, and spend and raise any emerging/changing issues and risks.

## **Project Team**

25. The proposed team should have the following skills, experience, and qualifications:
  - a. Managing and undertaking rigorous evidence assessment and synthesis products.
  - b. Demonstrated ability to use a variety of appropriate qualitative research methods and conduct primary research, and to assess or appraise the strength of various primary sources.
  - c. Knowledge and experience of research of national data systems, civil registration and national identity data bases.
  - d. Established credibility within the data community.
  - e. Demonstrated ability to identify, manage, and respond to ethical issues as they arise during research, including appropriate risk management.
  - f. Demonstrated ability to gain the trust and cooperation of targeted study respondents.
  - g. Demonstrated ability to work at pace and deliver excellent products within tight timescales.
  - h. Experience engaging with a range of stakeholders during a peer review process.
26. Value for money (in respect of both the overall package of work proposed and the rates for project team members' time and other costs) will be a key criterion.

## **Budget and Timeframe**

27. The total overall budget of the project is in the range of **£30,000 to £55,000 excluding taxes**. At least 5% of the budget should be earmarked for dissemination.
28. The research should be completed within a maximum period of 5 months. An indicative time line for products is outlined in **Table 1** above.

## **Call schedule:**

- a) Issue of call for Proposals to suppliers: 27/02/2019
- b) Deadline for submission of full proposals: 13/03/2019
- c) *Commence research:* 15/04/2019

## **Risk Management**

34. The supplier will be expected to set out their understanding of the most important anticipated risks, with an explanation of their mitigating strategies for them in a risk matrix.

## **Bid evaluation**

35. The proposals will be evaluated on the basis of:
  - 80% weight on meeting the key requirements of the project (technical proposal).
  - 20% weight on the budget (commercial proposal).
36. Detailed evaluation criteria are given in Annex 1. Please note that the technical and commercial proposals should be returned separately.

## **Bidding process**

37. The technical proposal (up to 7 pages; Arial 11 or similar) should provide information on proposed methodology, team skills and experience and proposed team composition. The technical proposal should include a work plan. Detailed CVs should be annexed (not to be counted within the 7 pages).
38. The commercial proposal should clearly disaggregate the budget.
39. Bids are to be sent by email to Jyoti Datta <j-datta@dfid.gov.uk> by **13 March 2019** (1700 hrs GMT). The technical and commercial proposals should be sent as two separate files in a single email.
40. Queries, if any, should be sent to Jyoti Datta <[j-datta@dfid.gov.uk](mailto:j-datta@dfid.gov.uk)>. Please note that we will not be able to respond to any query received within the last five days of the submission date.

## **Safeguarding**

41. In March 2018 DFID's Secretary of State introduced new, enhanced and specific safeguarding standards related to sexual exploitation, abuse and harassment. DFID will assess all potential partners' ability to safeguard children, young people and vulnerable adults they work with from sexual exploitation and abuse, and their ability to protect staff and volunteers. The Supplier Code of Conduct will be included in the terms and conditions of the contract. New compliance checking mechanisms are now in place to review supplier documentation, their approaches to legal compliance and demonstration of good practise in meeting international principles on labour and ethical employment and to provide assurance that whistleblowing systems are accessible across delivery chains. DFID will monitor risk and mitigation plans throughout the project cycle.
42. The commitments made by all organisations in receipt of DFID funding need to provide spending teams with concrete assurance that the new enhanced

safeguarding standards are being applied. The approach will help to promote the adoption of new standards for all organisations in the aid sector.

### **Duty of Care**

43. The Supplier is responsible for the safety and well-being of their Personnel and Third Parties affected by their activities under this Contract, including appropriate security arrangements. They will also be responsible for the provision of suitable security arrangements for their domestic and business property.

## Annex 1 - Evaluation Criteria

### Technical evaluation

The Technical Evaluation places emphasis on the degree of confidence the Evaluation Team have in the Tender content and the Tenderer's capability to deliver the outputs effectively.

### Scoring methodology and criteria

The Technical Evaluation Team will apply the following scoring methodology:

6	Excellent, demonstrating a very clear understanding of the Terms of Reference (ToR) and client expectations. Instils a high level of confidence in certainty of experience and capability to deliver effectively in an environment relevant to the requirement.
5	Demonstrates a thorough understanding of the ToR and that they have a good level of experience and capability. Provides a high level of confidence that they can deliver in an environment relevant to the ToR.
4	Demonstrates an understanding of the main issues relating to delivery of the ToR. The level of experience and capability provides a reasonable degree of confidence that they can deliver in an environment relevant to the ToR.
3	Demonstrates an understanding of most issues relating to delivery of the ToR. The level of experience and capability does not fully meet all aspects of the requirement, reducing confidence that they will be able to meet client expectations of delivery.
2	Some misunderstanding of the ToR and a generally low level of relevant experience and capability demonstrated. Provides insufficient confidence of ability to deliver.
1	Issues relating to the ToR are scantily understood and flimsy on quality of response. Does not demonstrate relevant experience and capability, raising serious concerns on ability to deliver.
0	Complete failure to demonstrate an understanding of the ToR or capability to deliver.

The Evaluation Criteria and Weighting that will be applied are detailed in the table below:

### Technical evaluation form

<b>Criteria</b>	<b>Sub-Criteria</b>	<b>Total score</b>
Quality of Personnel (20%)	Quality of Team Leader (relevant academic and professional experience of similar research projects) leadership capability, proven ability to deliver sensitive projects at pace. Strong background in appropriate research approaches. Relevant local regional and thematic experience (preferably in national data systems). Review of number of days allocated.	50
	Composition and strength of project team; including diverse set of skills that may include: strong qualitative research ability; project management and deliver; excellent analytical ability and proven ability to deliver	50

	concise; quality programming recommendations. Quality of expertise (academic and professional) and clear roles and responsibilities in team. Relevant regional or local research experience. Review of number of days allocated.	
Capacity to Undertake Work (20%)	Experience conducting research into national data systems and of managing the sensitives and risks of conducting research on these issues.	36
	Team have experience and established network in order to be able to carry out work. Particularly in relation to conducting KIIs with experts and key contacts.	36
	Proven ability to work at speed. Ability to carry out a research programme of secondary and primary research, and ability to overlap work strands and manage multiple objectives concurrently. Ability to deliver intermediate draft outputs of value that informs decision makers, in a timely manner.	28
Methodology (35%)	*Adherence to ToRs; articulation of methodology; approach to data collection and methods, including secondary and primary research methods (5), analytical approach, assessing strength of evidence, and application to analysis of findings (5), how will the research project articulate recommendations for entry points for programming and identification of research gaps? (10).	100
	How gender and poverty analysis (and other axes of vulnerability, women and girls, children and older people, people with disabilities, or other ethnic minorities or marginalised groups) will inform the research and be incorporated into the analysis of findings.	25
	Robust work plan that delivers products to specification in ToRs. Appropriate use of staff time allocated to various work strands. Draft research methodology to be developed throughout research project. Work plan presents a realistic timeline and resource commitment to ensure effective management and delivery. The work plan includes a risk matrix to identify potential risks that may arise throughout the research and how they will be mitigated.	50
Ethics (5%)	Robust ethical risk and mitigation matrix. The risk matrix should outline key risks and identify ethical approach, and mitigation strategies to address potential risks. There should be a clear approach to safeguarding.	25
<b>TOTAL SCORE</b>		<b>400</b>
<b>Maximum percentage score</b>		<b>80%</b>

### Commercial evaluation

Tenderers should aim to demonstrate within the Commercial Tender that their overall Tender offers the best mix of quality and effectiveness for the least outlay over the

period of providing the services required. The Commercial Tender should therefore be clear on whole life costs over the duration of the contract, including (but not limited to) cost elements such as: management and operating costs. Where appropriate, the Tender should highlight where it continues to add value beyond the life of the contract.

The Commercial Evaluators will review overall balance provided by all sections of the Commercial Tender. A higher degree of confidence will be gained where convincing information is provided as outlined below:

### **Section1: Financial Methodology**

The Financial Methodology explains the rationale of your organisation's Commercial bid and how it offers the best value possible. This section should demonstrate that your business processes are sufficiently robust to ensure delivery of the project as per the ToRs.

Within this section applicants should ensure they include the following information:

- **Benchmarking and determination of fee rates-** Provide details on how the professional fees have been arrived supported by the basis and evidence used in setting (or benchmarking) the fees.
- **Risk management-** Analysis of financial risk, programmatic and management risks that may affect the research while providing the mitigation measures put in place.
- **Value for Money (VfM) -** Analyze how VfM will be achieved with reference to the 3E's- Economy, Efficiency, and Effectiveness. Ensure you explain how each of the 3E's is likely to be achieved during implementation of the project.

## Section 2: Detailed Financial plan

- Provide detailed financial plans in excel.
- **Notes/Budget narrative.** Provide Brief explanations of the budget lines. This enables better understanding of budget costs.
- Include proof of exchange rates if applicable.

## Section 3: Milestone Breakdown worksheet

- Provide a Financial Breakdown by milestone of professional fees charged in your Detailed Financial plan.

## Commercial evaluation form

Criteria %	Criteria	Total score
10%	Competitiveness of overall total costs in relation to the market.	50
5%	Competitiveness of rates (including, but not limited to, fee rates, expenses and overheads) in relation to the market, with an effective breakdown of how rates are calculated including breakdown of overheads/profit applied	25
5%	Financial/ Payment plan which drives payments by results and is clearly linked to programme deliverables with appropriate demonstration of risk-sharing	25
<b>Total Score</b>		<b>100</b>
<b>Maximum percentage score</b>		<b>20%</b>