

**DETAILED STUDY ON IDENTIFYING BENEFICIARIES AND TRANSPORT SERVICE PROVIDERS FOR SUBSIDIZED TRANSPORT PROVISION IN SELECTED DISTRICTS OF KHYBER PAKHTUNKHWA, PAKISTAN**


Consultancy Services  
Terms of Reference  
27 December 2022

**A. PROJECT BACKGROUND:**

1. The World Bank-financed Khyber Pakhtunkhwa Rural Accessibility Project (KPRAP) will begin implementation in early 2023. The project aims to improve safe and climate-resilient all-weather access to schools, health facilities and markets in selected rural districts of the Khyber Pakhtunkhwa (KP) province in Pakistan. The project also aims to improve school participation and regular attendance, through the provision of subsidized transport to schools for girls from marginalized communities in selected districts (**Component 2: Safe and affordable school journeys for girls**).
2. This consultancy contract focuses on Component 2. The key features of the intervention are as follows:<sup>1</sup>

- a. **Target population.** This component will focus initially on middle school-age girls where home-to-school distances are generally larger than for primary schools given planning norms. The intervention will target both out of school (OOS) girls (to support their re-enrolment into school bring them into the fold) and girls who are currently enrolled in school but are facing difficulties with daily commutes (to facilitate regular attendance). For this project, OOS girls are defined as those that have not attended school for at least six months prior to receiving subsidized transport. The project aims to support the enrollment of over 5,000 such OOS girls cumulatively over its course. The bulk of beneficiaries (around 60,000) are expected to be girls that are already enrolled in school, in which case the project will support their regular attendance and reduce attrition. Such girls will be supported cumulatively over the course of the project, with the targeted number of beneficiaries listed in Table 1. While the intervention will focus primarily on female students, a small number of female teachers may also be supported to enhance safety perceptions among parents.

Table 1: Year-wise targets for the number of beneficiaries of subsidized transport



	Baseline	Year 1 <sup>2</sup>	Year 2	Year 3	Year 4	End Target
Number of girls receiving subsidized transport	0	0	5,000	10,000	20,000	30,000

<sup>1</sup> Refer to the Project Appraisal Document for the KPRAP project for full project context, interventions, and indicators. Weblink: <https://projects.worldbank.org/en/projects-operations/project-detail/P177069>.

<sup>2</sup> Year 1 starts from September 2022 for the purposes of this project.

	Baseline	Year 1 <sup>2</sup>	Year 2	Year 3	Year 4	End Target
per year (Number) <sup>3</sup>						
Of which, number of girls receiving subsidized transport per year, that were initially out of school (Number)	0	0	400	800	1,600	2,400

- b. **Districts.** This component will be implemented in **Kohistan, Torghar, Hangu, Dera Ismail Khan, and Lakki Marwat** (these have been chosen provisionally) as they have among the highest rates of OOS girls. The district choices may be amended in consultation with the Government of KP Elementary and Secondary Education Department (E&SED).
- c. **Selection of schools and beneficiaries.** Beneficiaries and schools will be identified based on a detailed survey of populations in the chosen districts, and available school choices. Schools will be selected based on the following criteria: (i) public schools as well as low fee private or community schools, as these may be more practical choices in certain communities; and (ii) schools with functioning parent teacher council (PTC) or equivalent administrative body to coordinate the intervention. Beneficiaries will be selected based on the following criteria: (i) a home-to-school threshold above 1.5 km,<sup>4</sup> which may be adjusted based on the detailed survey; (ii) needs, defined based on qualification for other cash transfer programs (such as the Benazir Income Support Program), while ensuring that children are not already receiving other subsidies for transportation; and (iii) lack of access to other private means of transport. Children will be required to maintain an attendance of at least 80 percent (decided in consultation with the GoKP and to be monitored on a semi-annual basis) to remain eligible for the subsidy. Smaller scale pilots may be considered in parallel with the detailed study, subject to data availability and readiness of the Project Implementation Unit (PIU).

<sup>3</sup> Note that there may be overlaps in beneficiaries across years. For instance, girls supported in the first year of the intervention may continue to receive support in subsequent years so long as they remain enrolled and attend school regularly and will still be counted towards the figure.

<sup>4</sup> Distances longer than 1.5 km have been shown to affect schooling outcomes in other contexts. See, for instance: Bosch Lander S.M., Jonathan C.K. Wells, Sooky Lum, and Alice M. Reid. 2020. "Associations of the Objective Built Environment Along the Route to School with Children's Modes of Commuting: A Multilevel Modelling Analysis (the SLIC Study)." *PLoS ONE* 15 (4): e0231478. Weblink: <https://doi.org/10.1371/journal.pone.0231478>

- d. **Level of subsidy.** The project will subsidize up to 70 percent of transport costs (a survey of transport costs undertaken by I-SAPS in rural KP found them to be typically in the range of PKR 1,000 to PKR 2,500 per month), with parents being expected to cover the remainder.
- e. **Modality.** PTCs will be strengthened to sign and monitor contracts with appropriately experienced and qualified local private transport providers, together with the PIU. The project will fund the development of contracts that will include key performance indicators, safety, and service standards. Local private transport providers will be selected following a community-driven development method, as per the World Bank's Procurement Regulations.

## **OBJECTIVES**

3. The objectives of this assignment are as follows:
  - a. Perform a detailed survey to identify the beneficiaries, districts, schools, and transport providers to support the provision of subsidized transport in Year 2 of the intervention.
  - b. Propose a mechanism to track and monitor the subsidized transport program, including suitable data on beneficiaries, schools, and transport providers.
  - c. Develop a mechanism, in coordination with relevant government agencies, for a similar identification and/or updating to be conducted annually from Year 3 onwards.

## **DETAILED SCOPE**

4. The consultant is expected to undertake the following activities.

### **Task 1: Identify potential pools of beneficiaries**

5. The consultant will need to first identify communities in the selected districts that are underserved by existing school provisions, particularly girls' schools. This will yield the potential pool of beneficiaries for the subsidized transport provision. The consultant will review available information from government sources, such as the most recent OOSC census (conducted by BISP), EMIS reports and EMA data.
6. The consultant shall make use of available school and population data, complemented by phone and on-site verification, to perform such identification. The process is likely to involve the following steps:
  - a. Firstly, map out the primary and middle schools serving girls in the selected districts, together with essential school information such as grade levels offered, school capacity, class size, current enrolment and attendance rates by grade and gender. Other data that may be collected depending on availability includes dropout rate by grade, student to teacher ratio, proportion of teachers who female (by grade), classification of school (mixed or girls only), school fee, and school quality and safety (measured by availability of electricity, toilet, boundary wall, security guard). Schools should include public, private and community (including religious) schools. The consultant may consult the Elementary and Secondary Education Department (E&SED) to obtain existing school information, as necessary, and complement this with field work in conjunction with local authorities.

- b. Secondly, map out population centers including GPS coordinates of the center, distance to closest main road and whether road is paved/ unpaved, distance to closest petrol station, access to transportation services, local area estimations of population density, school-age population (separately for different grades in primary and middle school, or more granular if possible) and socio-economic profile of local areas. If possible, the consultant should collect data on average age of marriage by gender and average years of education by gender. Complementary datasets such as that of the Benazir Income Support Programme (BISP) may be used to identify vulnerable populations. Well-established and robust statistical methods should be used for any estimations.
    - c. Thirdly, determine population centers that are currently underserved in terms of schooling options. The consultant is to propose a suitable definition of population centers for the purpose of this analysis. A distance threshold of 1.5 km along the road network, as mentioned earlier, may be used for this purpose.
7. The information collected above should be in a format that can be manipulated using ArcGIS/q-GIS and represented visually on maps. The data, thus represented, should also lend itself easily to further manipulation/filtering by government agencies, for decision making purposes. For instance, the tool should give decision makers the option of filtering communities based on varying distance thresholds (1.5km/2km along the road network, etc.). The tool should also be easy to update with new data if similar exercises are repeated in the future. Lastly, appropriate training should be provided to Client's nominated staff regarding the use, updating and maintenance of the tool.
8. The consultant will compile information on gender-based violence (GBV) referral mechanisms that currently exist for children in project areas
9. The consultant will also be expected to ground truth the pools of beneficiaries identified using the methodology above. This should be done with sample-based household surveys in selected areas identified through the desktop exercise to verify school-age population, portray the socio-demographic profiles of out-of-school and in-school girls and their households, assess the regularity of attendance/absenteeism among girls enrolled in school, and general barriers to girl's school attendance and enrollment. Household surveys should include information on the complete profiles of children in the household (including gender, age, grades completed, current enrollment status, frequency of attendance, amount of time spent on household chores each day, name/location of school attended, reason for dropping out if OOS); access to transport (household's private, relative's private etc.) for each child; mode(s) of transportation is (are) being used currently to reach school; for any OOS children, what mode of transport was being used while they were enrolled; cost of school transport per month, who accompanies the girls to school (friends, sibling, male household adult, female household adult etc., if travelling in a group how large is the group, if travelling with sibling then which one (older/younger/male/female)), time taken to get to school, connectivity of household (e.g., whether household has mobile phone, the total number of phone signal bars), approximate household monthly expenditure on petrol, GPS coordinates of household, how many years of education the household heads aspire for the girls and boys.



10. In addition, qualitative research methods should be used in selected areas to better understand the key constraints parents face in sending their girls to school (e.g., unavailability of public transport, unavailability of girls-only transport, cost/financial accessibility of transport, perceived safety of transport, or other (non-transport-related) constraints) and elicit their willingness to pay for transport to school. Given the ethical considerations, no (quant/qual) data will be collected directly from children for any purpose of this exercise.

**11. Expected deliverables:**

- a. Report with key findings from the exercise. Results of household surveys to ground truth findings from desktop exercise and qualitative research component should also be packaged into the report.
- b. Raw and cleaned unit-record data of the household surveys conducted (in Stata format) and detailed transcripts (in English) of any qualitative research.
- c. A visually represented GIS database of schools and population centers.
- d. List of population centers and estimated school-age populations that may be underserved by the existing school distribution, and therefore likely to benefit from subsidized transport provision.

12. Task 1 should have the distribution of school to population center links (i.e., for the population centers, which schools do households send their children to and vice versa for schools, which population centers do they serve).

**Task 2: Survey of local transport service providers**

13. A crucial element for the provision of subsidized transport is the availability of local transport service providers that can offer safe and reliable means of transport. Under this task, the consultant would need to determine which among the potential pools of beneficiaries can be served by local transport service providers that meet certain requirements. This is expected to involve the following steps:

a. Step 1: Requirements

- The consultant will first need to propose a list of requirements for local transport service providers to qualify for the intervention, for agreement by the Client).
- Criteria may include fleet size, geographic spread, number of drivers, condition of vehicles, average cost of services, pre-employment integrity background checks and verification on transport service providers (including but not limited to Police Clearance Certificates or Police Character Certificates etc.), compliance with industry and tax regulations, etc. The consultant will explore options and willingness of transport providers to train (in coordination with Client) and hire women drivers, and conductors for school vans.

b. Step 2: Longlist

- Consultant would then need to prepare a longlist of possible transport service providers using any public or government directory listing registered transport businesses.

- List should be verified through phone calls and/or ground surveys to ensure that the registered businesses are in fact operational. This will also include verifying the transport providers' past performance in providing gender-based violence free transport to children.
- c. Step 3: Screening. Narrow down list of potential candidates by conducting necessary background checks for the provision of subsidized transport.
- d. Step 4: Visualize service provisions in selected districts. Digital maps which present a visual snapshot of the distribution of suitable transport service providers and their routes along the road network within each district.

**14. Expected deliverables:**

- a. Report, with all data collected through above exercise and recommendations
- b. Digital representation of service provisions, overlaid onto the school and population maps developed in Task 1.

**Task 3: Community outreach and identification of beneficiaries for the subsidized transport provision**

15. Based on the intersection of potential pools of beneficiaries and the availability of transport services, the consultant will need to work with the PIU, E&SED and local authorities to identify specific beneficiaries for the provision of subsidized transport in this task.
16. There are two pools of beneficiaries, as described above. The bulk of beneficiaries are expected to be girls that are currently attending school, while girls that are currently out of school will make up the remainder. The targets in Table 1 were defined based on the expected number of OOSC that are likely to re-enroll school due to the subsidized transport provision. The consultant should bear in mind that the benefits of getting girls that are out of school to re-enroll are likely to be higher than supporting children that are already enrolled in school. Therefore, the consultant may propose a higher number of OOSC to be supported under the intervention if there is sufficient demand.
17. The consultant will need to work with provincial and local authorities to identify specific beneficiaries that would avail the subsidized transport. Identifying beneficiaries could involve working with schools (for children that are already enrolled) and outreach to communities to determine where OOSC reside, and which families are willing to re-enroll their children with the availability of transport. Besides eligibility based on distance and vulnerability (e.g., BISP beneficiaries), willingness to co-pay would be another criterion.
18. The consultant needs to give due consideration to the outputs of Task 2 on the availability of transport services. Where possible, girls living within the same community should be pooled to reduce transportation costs and improve safety perceptions.
19. The consultant will also need to design and implement a communication plan to spread awareness of the program and to communicate its possible benefits. Aspects such as transport safety, and the benefits of school attendance should be covered in

the campaign. The bidder(s) may consider forming a consortium/ partnership to ensure that the team has the requisite communication and advocacy expertise. This will also entail developing a plan of trainings to sensitize selected transport providers on gender and gender-based violence and preparing relevant material/training modules on this topic, in collaboration with an expert organization, to facilitate children's safety. Any such awareness campaign should be carefully delivered, as the number of benefits in the first year of implementation is likely to be small, and the numbers will only ramp up in subsequent years. However, the consultant should provide feedback if there is overwhelming demand for the program, and the PIU could then consider whether to expand the program in the first year itself.

**20. Expected deliverables:**

- a. Community outreach plan to spread awareness of the program and to communicate its possible benefits.
- b. Implementation of community outreach in conjunction with local authorities where possible.
- c. List of committed beneficiaries for the provision of subsidized transport in Year 2 of the intervention.

**Task 4: Preparation for future exercises**

21. Under this task, the consultant will develop a roadmap and action plan for the exercise to be repeated by government authorities at different levels in subsequent years. To assist with this task, the consultant should focus on the replicability of data collection and outreach methods throughout the performance of the tasks above. The consultant should also involve relevant authorities in the conceptualization and execution of each task, and strive to use existing structures where possible, for greater sustainability.

22. The action plan should codify the methods and structures used in the performance of the above tasks, with specific roles and responsibilities for concerned departments, associated costs, and timelines.

**Qualification of Firm:**

23. The firm should be registered in similar business for past 10 years

24. Should have completed at least 3 assignments of comparable scale and complexity

25. Should have adequate logistical capacity as evidenced through established offices

26. Should have professional staff that is largely consistent with scope of work. Following is the detail of professional staff<sup>5</sup>

**27. Project Supervisor:**

- a. Master's degree in related field (GIS systems, computer science/information systems, transport planning, etc.) with minimum 10 years' relevant experience.
- b. Strong theoretical base and technical knowledge of spatial and geographic systems, including working knowledge of geographic, cartographic principles,

<sup>5</sup> Please note that specific nominations and CVs are not required at expression of interest (EOI) stage, but only at the technical proposal stage. Please refer to the Selection Process section for information on the procurement approach to be used for this consultancy.

- image processing, database principles, geospatial production techniques, good data management practices and urban spatial analytics.
- c. Ability to conceptualize, design and implement major projects and to collaborate on major and complex reports.
  - d. Ability to effectively communicate and coordinate with many stakeholders toward achievement of targets and production of high-quality outputs.
  - e. Excellent interpersonal skills, teamwork, and communication skills. Ability to work independently with minimal supervision, and willingness to travel.
  - f. Excellent written and verbal communication in English.
  - g. Previous work as a researcher or consultant in a professional setting, particularly with the education sector would be considered favorably.
  - h. Familiarity with the KP province, particularly the rural areas, would be considered favorably but is not mandatory

**28. Database Expert:**

- a. Master's degree in data management and/or GIS or enough professional experience in data management and/or the use of GIS to be considered as equivalent
- b. Strong theoretical base and technical knowledge of spatial and geographic systems, including working knowledge of geographic, cartographic principles, image processing, database principles, geospatial production techniques, good data management practices and urban spatial analytics
- c. Working knowledge of database design principles and database administration
- d. Ability to conceptualize, design and implement major projects and to collaborate on major and complex reports.
- e. Ability to effectively communicate and coordinate with many stakeholders toward achievement of targets and production of high-quality outputs.
- f. Excellent interpersonal skills, teamwork, and communication skills. Ability to work independently with minimal supervision, and willingness to travel.
- g. Excellent written and verbal communication in English.
- h. Previous work as a researcher or consultant in a professional setting.
- i. Familiarity with the KP province, particularly the rural areas, would be considered favorably.

**29. Research Assistant(s) (as required):**

- a. Master's degree in education, the social sciences, or related subjects.
- b. Significant experience in research, including statistical work experience
- c. Familiarity with household survey implementation and data analysis.
- d. Knowledge of statistical packages like STATA and R.
- e. Experience with qualitative research methods (e.g., focus group discussions and/or key informant interviews).
- f. Ability to effectively communicate and coordinate with many stakeholders toward achievement of targets and production of high-quality outputs.
- g. Excellent interpersonal skills, teamwork, and communication skills. Ability to work independently with minimal supervision, and willingness to travel.
- h. Excellent written and verbal communication in English.
- i. Previous work as a researcher or consultant in a professional setting.
- j. Familiarity with the KP province, particularly the rural areas, would be considered favorably.



### 30. Gender Expert

- a. Master's degree in Development Studies or Social Sciences from a reputed university.
- b. Minimum 8 years' experience working on gender/gender-based violence issues with the development sector in Pakistan
- c. Work experience preferably in developing content and facilitating training on gender and GBV, and conducting focus groups for qualitative research
- d. In-depth knowledge of gender and GBV issues and relevant laws, especially for children required
- e. Excellent communications and interpersonal skills

### 31. Community Mobilization and Outreach Expert

- a. Master's degree in communication, journalism, public relations or a related field from a reputed university.
- b. Minimum 8 years' experience working on communication and advocacy with the development sector in Pakistan
- c. Work experience in content writing for all media platforms
- d. Excellent communications and written and verbal skills
- e. Fluent in Urdu, English and Pushto

## SUPERVISION

32. The consultants will report to the PIU, closely overseen by the Client. The consultants will be expected to coordinate their activities with the Client at every stage and will be provided with appropriate support from these agencies.

33. Consultants are expected to make themselves available for face-to-face discussions with the Client and GoKP officials on a regular basis, to ensure close coordination and supervision of activities.

## TIMELINE

34. The assignment is expected to start in January 2023 and conclude by end-April 2023. The breakdown of deliverable and associated timelines is as shown in Table 2:

Table 2: Schedule of activities

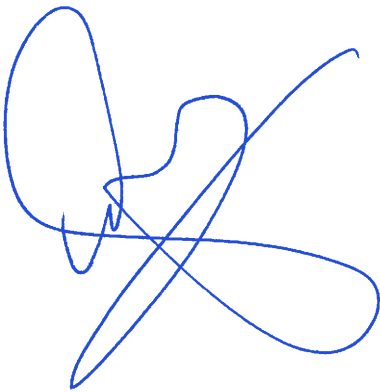
No.	Item	Deadline*
1.	<b>Inception report</b> <ul style="list-style-type: none"><li>• Action plan for each of the activities and associated timelines</li><li>• Resources the consultant would deploy</li><li>• Expected support from PIU and/or E&amp;SED</li></ul>	Two weeks post-appointment
2.	Task 1 deliverables	Mid-February 2023
3.	Task 2 deliverables	End February 2023
4.	Task 3 deliverables	Mid-March 2023
5.	Task 4 deliverables	End March 2023
6.	Concluding report and presentation	End April 2023

\* The consultant is to refer to deliverables listed under the scope of each activity. The deadlines listed here represent the time for delivery of the final products. Except for the inception report, draft outputs for

*other tasks should be submitted at least 2 weeks in advance, to allow sufficient time for the incorporation of feedback from the PIU, GoKP and the World Bank team.*

### **SELECTION PROCESS**

35. Selection will be using Consultants Qualification-Based Selection method procurement in accordance with World Bank's Procurement Regulations for IPF Borrowers November 2020<sup>6</sup>. We welcome feedback and suggestions from bidders on alternative means to achieve the same objectives for the tasks outlined above.



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<sup>6</sup> Weblink: <https://thedocs.worldbank.org/en/doc/178331533065871195-0290022020/original/ProcurementRegulations.pdf>