



**TERMS OF REFERENCE FOR THE ENGAGEMENT OF NATIONAL AND ZONAL CIVIL SOCIETY ORGANISATIONS (CSOs) AS THIRD-PARTY MONITORS FOR THE NATIONAL SOCIAL SAFETY NETS PROGRAMME SCALE-UP (NASSP-SU)**

**1. BACKGROUND:**

The World Bank has been a key partner in the government's effort to expand and strengthen the social protection programs and systems, particularly through its support to different national programs: The National Social Safety-Nets Program (NASSP, P151488), Youth Employment and Social Support Operation (YESSO, P126964), Community and Social Development Program (CSDP, P090644) and the recently approved Nigeria COVID-19 Action Recovery and Economic Stimulus (NG-CARES P174114). These programs, particularly the YESSO and NASSP, supported the development of the National Social Register (NSR) and launched the country's flagship cash transfer program for the poor (Household Uplifting Program).

The NASSP has played a key role in strengthening social protection in Nigeria in the recent years. The NASSP, approved in June 2016 and closing in December 2022, after a six-month extension, was designed to contribute to the government's vision of lifting over 100 million poor and vulnerable Nigerians out of poverty. The project launched the regular-CT program in all 36 states and the FCT and reached about 2 million households by June 2022. The NASSP project also strengthens the institutionalization of social protection by improving the social protection coordination platform at the federal and state levels, supporting capacity building, and improving the policy environment. In addition, the NASSP project, along with the recently closed YESSO, strengthens the payment mechanism, Management of Information Systems (MIS), and Monitoring and Evaluations (M&E) systems of social assistance programs. The program has promoted gender and social inclusion interventions (including ensuring that a vast majority of program beneficiaries are female). The project facilitated the empowerment of women and other vulnerable groups in accessing program benefit as well as household decision making dynamics, especially on the use of cash transfer. Citizen's engagement and social accountability is another major area where the program established a system to facilitate accountability measures in the delivery of the program intervention. Third-party monitoring implemented through independent Civil Society Organizations (CSOs) and Grievance Redress Mechanism (GRM) were successfully rolled out. The implementation of NASSP provides valuable lessons towards improving social protection in Nigeria. This includes: (i) the importance of linking project design to the country's long term vision and priority, and national policy and strategy framework; (ii) the importance of investing in the delivery systems and making it accessible to other programs and interventions; (iii) the need to mainstream program delivery into the existing government structures and institutions to improve sustainability; (iv) the importance of instituting strong accountability mechanisms including citizens engagement, social accountability mechanisms, and GRM in the context of large-scale programs with highly decentralized service delivery; and (v) the need to take advantage of investing in digitized delivery mechanisms to improve the targeting and payment systems.

The NSR serves as a foundation for delivering social assistance in Nigeria, especially in rural areas. It uses a combination of geographic and community-based targeting to identify the poor and vulnerable households, with their poverty and vulnerability status further validated through a Proxy Means Test (PMT). The program was initially designed and launched in 24 states and gradually expanded to cover all 36 states and the FCT. The coverage of the NSR has grown steadily in recent years reaching 13.5 million households (56.8 million individuals) as of November 2022. 75 percent of the households in the NSR are from rural areas. Overall, the NSR covers about 28 percent of the national population (31 percent in rural areas, 10 percent in urban areas), with higher coverage in areas vulnerable to climate shocks (refer to Annex 5 of the Project Appraisal Document (NASSP – SU PAD)). In the context of NASSP regular-CT targeting, the PMT scores in the NSR classifies three quintiles of these households as being in the bottom 6 deciles of the national consumption distribution. The NBR captures the beneficiaries of the regular CT program and keeps records of the payments provided to the beneficiaries. There are three criteria for a household to be included in the NBR: (a) the households must be included in the NSR; (b) households must have a welfare score, proxied by the PMT score, below the sixth decile; and (c) the household designates the main beneficiary, typically a caregiver and preferably a woman. The cash transfer for regular-CT covered 36 states including FCT with more than 1.9 million Households. Due to the nature of its rollout, the coverage of the NSR is higher in poorer Local Government Areas (LGAs) and states. Many safety-net programs, including the regular-CT of the NASSP, use the NSR to target support to the beneficiaries. Annex 2 of the PAD provides further details on the NSR.

Between March 2020 and March 2021, less than 5 percent of urban households received support from social safety net programs in the form of direct cash transfers from either federal, state, or local government. During the same period, the social registry lacked sufficient coverage in urban areas thereby limiting the ability of the government to provide quick relief to its citizens in response to COVID-19.<sup>1</sup> The World Bank, therefore, supported the expansion of the registry through a restructuring of the NASSP in April 2020 to establish of the Rapid Response Registry (RRR) in selected urban and peri-urban areas based on which the government supported 1 million households through a COVID-19 cash transfers (COVID-CT) program. The focus of the restructuring on urban areas reflects the larger effect COVID-19 has had in the urban economy as well as the lack of a social registry to identify the poor and vulnerable in urban areas. The RRR was developed through two key innovations: (i) geographic targeting based on poverty maps, and (ii) mobile-based self-registration – where potential beneficiaries were invited to self-register through an Unstructured Supplementary Service Data (USSD) application in targeted wards. The innovative RRR process is undergoing continual improvements through on-the-ground learning and iterations.

Nigeria needs to further strengthen the social protection delivery system to effectively respond to current and future shocks, including climate-induced emergencies in the long terms. The following summarizes the key directions for a more effective social protection system:

1. Stronger coordination and alignment in program design and implementation across government agencies and administrative levels. Specifically, usage of social registry and delivery platforms should help with reducing fragmentation.
2. Improved resilience and shock responsiveness of the social protection system through rapid, robust, and efficient beneficiary targeting, registration, and payment delivery mechanisms are crucial in effectively responding to shocks.

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<sup>1</sup> The NSR had a total of 2.03 million households by the end of 2019 which increased to 5.73 million households by the end of 2020. The rapid increase in the coverage is due to the project activities under NASSP and YESSO which facilitated increasing coverage, and improved data management practices.

3. Improved data systems. Data integration will need to be actively used to understand the extend of coverage and gaps to enhance the targeting of safety net programs.
4. Utilization and awareness. The National and State Steering Committees would foster better linkages of safety net programs across all sectors.

The NASSP-SU, a follow-on operation to the NASSP, intends to build on and scale up the existing delivery system to provide shock responsive safety nets and to extend regular social assistance to the poor and vulnerable. The project is designed to offer time-limited cash transfers in response to recent shocks (food price inflation) in rural as well as urban areas. The project will also extend the duration of support to the current beneficiaries of NASSP regular cash transfer program - yet to receive 18 cycles of benefits.

The NASSP – SU **Project Development Objective** (PDO) is to expand coverage of shock responsive safety net support among the poor and vulnerable and strengthen the national safety nets delivery system.

#### **PDO Level Indicators**

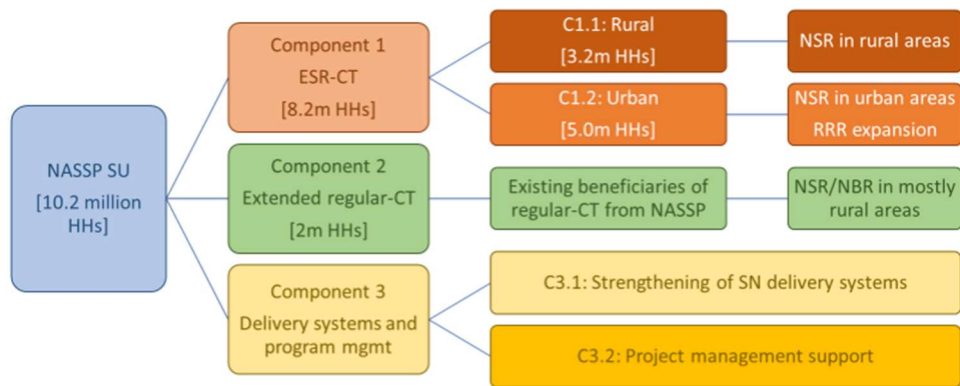
The following key results will measure the achievement towards the Project Development Objective (PDO):

1. Beneficiaries of Social Safety Net Program (CRI) (overall, percent female)
2. Beneficiaries receiving shock-responsive cash transfers (overall, percent female)
3. Beneficiaries that have received extended regular-cash transfer support (overall, percent female)
4. Urban wards covered under Rapid Response Register (RRR)
5. Beneficiaries receiving regular and shock responsive cash transfer payments through fully digital mechanism (overall percent, female percent).

#### **Project components:**

The project builds on the NASSP to provide strengthened social assistance support to Nigerian citizens.

- Component 1 - Economic Shock Responsive Cash Transfer (ESR-CT): provides shock responsive time-limited cash transfers to poor and vulnerable households in rural and urban areas, aiming to build household resilience.
- Component 2 - Extended Regular Cash Transfer (ER-CT): extends the duration of the regular cash transfers support to the poor and vulnerable households currently supported by the NASSP.
- Component 3 - Delivery System Strengthening and Program Management: supports the strengthening of the delivery system to support components 1 and 2 together with broad improvements to the safety net delivery system. Component 3 also provides support to program management, monitoring and evaluation.



**Figure 1: Project design and relative coverage of project**

## 2.0 JUSTIFICATION FOR THE ASSIGNMENT:

Citizen engagement and social accountability represent critical areas where the NASSP project has established a framework to facilitate accountability measures in delivering program interventions. The implementation of third-party monitoring (TPM) was carried out by independent Civil Society Organizations (CSOs) selected through a competitive process, followed by a performance appraisal determining their contract renewal eligibility. Within NASSP, the third-party monitoring exercise continues to oversee project delivery in 36 states and the FCT, encompassing beneficiaries, non-beneficiaries, PSPs, and other stakeholders. Dissemination meetings were held in June 2021 and September 2022 to present the first- and second-year annual results scorecards of the project. Highlights from these scorecards demonstrate strong performance across key result indicators. The project has gleaned valuable insights regarding beneficiaries' and non-beneficiaries' perceptions and understanding of the project, the project's adherence to various subcomponents, and potential risks to its overall success.

Guided by the principles of social accountability outlined in the Terms of Reference (ToR) and the TPM monitoring framework jointly developed by CSOs in collaboration with the NASSP team and the World Bank, TPMs employed a stratified sampling technique to ensure an accurate and representative sample of the monitored population. Recognizing that states do not all have an equal number of beneficiaries to be monitored, each Local Government Area (LGA) was treated as a subgroup population, with beneficiary household numbers randomly drawn at the LGA level. This approach enhanced the precision and representativeness of the monitoring population. Additionally, data collection utilized a mixed-method approach, combining quantitative methods using the electronic-based Open Data Kit (ODK) for interviews with sampled beneficiaries to independently verify compliance with NASSP guidelines and principles, and qualitative methods using Focused Group Discussions to assess beneficiary perceptions, awareness, and satisfaction with the program. Key Informant Interviews (KII) were further employed to capture unresolved beneficiary complaints and share the findings with the National Grievance Redress Mechanism (GRM).

The NASSP – SU Project Appraisal Document (PAD) underscores the importance of engaging

Third-Party Monitors, primarily consisting of Civil Society Organizations (CSOs), and leveraging established processes under the NASSP to incorporate social accountability through regular third-party monitoring and the production of an Annual Results Scorecard by CSOs. This initiative aims to provide independent validation of the processes and procedures employed by the Delivery Platforms to yield results. The scorecards and reports generated by the monitors will be made publicly accessible and shared with the NASSP SU team, national and state steering committees, and the World Bank. Tools such as regular project monitoring, third-party monitoring reports, annual results scorecards, Beneficiaries satisfaction survey reports, Post Distribution Monitoring and the GRM monthly reports will inform program implementation by indicating whether project design or activities need adjustment to address pressing concerns at the local, state, or national levels.

Citizen engagement will be monitored through various indicators, including (a) beneficiary satisfaction indicators for each component of the project; (b) an indicator measuring the percentage of grievances addressed within the specified timeframe in the Project Implementation Manual (PIM); (c) an indicator assessing the number of states that have operationalized third-party monitoring; and (d) an indicator tracking the public release of the annual scorecard published by third-party monitoring.

Considering the substantial advantages of using CSOs as reliable monitors, NASSCO seeks the services of independent National and zonal CSOs to provide credible information regarding adherence to the agreed-upon processes and guidelines as outlined in the GRM.

### **3.0 OBJECTIVE OF THE ASSIGNMENT**

The primary objective of this consultancy is to enhance the monitoring efforts of the program aimed at achieving greater accountability, effectiveness, efficient resource utilization, sustainability, and local ownership of the program delivery mechanism throughout the country. This will be achieved through the engagement of independent National and Zonal Level Civil Society Organizations (CSOs) as third-party monitors. The National lead will undertake responsibilities such as developing the monitoring framework, providing strategic guidance, offering mentorship, coordinating activities, and compiling reports. On the other hand, the Zonal Level CSOs will focus on monitoring aspects like the timely and transparent delivery of benefits, the credibility and accuracy of results, the precision of beneficiary targeting, the functionality of accountability mechanisms (including the management of grievances, complaints, and appeals from Cash Transfer recipients and the general public), and various other aspects of program implementation at the state level.

The Third – party monitors will review and report on 4 key areas of NASSP - SU implementation: (a) process of identification of the PVHHs (CBT and technology driven targeting approaches), (b) selection of beneficiaries from National Social Register (NSR) and the Rapid Respond Register (RRR) (c) key processes related to cash transfers payment delivery platform and (d) GRM and other system strengthening and accountability activities.

Specific objectives include:

- (a) Check transparency and compliance with principles of identification of the PVHHs on NSR and RRR;
- (b) Check transparency and compliance with principles of mining/selecting beneficiaries from NSR and RRR for ESR CT (urban & rural) and Regular CT;
- (c) Verify payments of cash transfers to beneficiaries through the different payment modalities/platforms (including establishing amount).
- (d) Verify functionality of the grievances management mechanism and the effectiveness for managing complaints and appeals
- (e) Assess adequacy of education, information and communication mechanisms of the project at all levels

#### **4.0 SCOPE AND DELIVERABLES OF ASSIGNMENT**

The implementation of the NASSP – SU TPM will require the services of a competent National lead CSO and zonal level CSOs that have demonstrated capacity to deliver, understating of the local terrain/working experience and similar working experience/working with NASSP as TPM.

The following are set of qualifications and skills requirements the CSOs are expected to demonstrate:

- (a) Possession of basic qualification by the firm relevant to the assignment
  - i. Registered with CAC (Cooperate Affairs Commission) as NGO/CSO
  - ii. Must be in existence/operating for a minimum of 5 years
- (b) Adequacy of Firm for the Assignment
  - i. Wide operational coverage is essential in the selection process, companies are expected to have presence and (or) implemented project in at least 3 states within the zone in which the company has indicated interest.
  - ii. Ability to have worked with other CSOs/CBOs/NGOs in areas of in Citizen Engagement, Good Governance and Social Accountability.
- (c) Demonstrate capability to deplore staff with requisite skills and working experience in field monitoring.
- (d) Previous experience in the monitoring developmental/humanitarian program(s) with a good understanding of Citizen Engagement and Social Accountability (CE & SA) for a minimum of five (5) year – National Lead CSO and two (2) years Zonal CSOs.
- (e) Experience working with World Bank-assisted or donor-funded program(s) for a minimum of two (2) years.

For this phase of engagement:

**National lead CSO** is expected to deliver on the following for a period of one year:

1. Revise the developed NASSP TPM framework to reflect (a) NASSP – SU implantation components and domains and (b) risk-based monitoring and location based intensive ‘back checks’ sampling techniques
2. Train and build capacity of Zonal Level CSOs to implement the revised framework;
3. Supervise, support and mentor Zonal Level CSOs to deploy the third-party monitoring framework in the 36 states and the FCT;
4. Provide regular updates on TPM findings to national NASSP – SU steering committee;
5. Produce first and second semester reports using agreed reporting template
6. Produce an annual Results Scorecard
7. Present the Results Scorecard to stakeholders to motivate discussions on findings and recommendations consistent with project scope and objectives.

**Zonal CSOs** are expected to deliver the following for a period of one year:

1. Implement the third-party monitoring framework developed by the National Lead CSO
2. Monitor NASSP – SU implementation reflecting on its components and domain, and using risk-based monitoring with special focus on high-risk locations identified during NASSP TPM exercise implementation.
3. Collect quarterly data using result scorecard templates developed by the National Lead CSO
4. Use location based intensive ‘back checks’ sampling techniques and follow up on earlier locations with potential risks to the NASSP – SU project
5. Provide regular updates on TPM findings to state level NASSP – SU steering committees;
6. Flagging urgent situations that require urgent attention using the project GRM channels of reporting grievances.
7. Produce quarterly reports and submit to National Lead CSO

## 5.0 APPLICATION CONDITIONS

Interested CSOs/NGOs can submit application for **“ONLY ONE LOT SEGMENTATION”**, as multiple applications will be rejected.

| S/No | Lot Name  | State(s)                  |
|------|---|---------------------------|
| 1    | LOT 1 – National Lead CSO                           | LOT 1 – National Lead CSO |
| 2    | LOT 2 – Northcentral geo-political zone (Segment 1) | FCT                       |
|      |   | NASARAWA                  |
|      |   | BENUE                     |
|      |   | PLATEAU                   |
| 3    | LOT 2 – Northcentral geo-political zone (Segment 2) | KOGI                      |
|      |   | KWARA                     |
|      |   | NIGER                     |
| 4    | LOT 3 – Northeast geo-political zone (Segment 1)    | BORNO                     |
|      |   | ADAMAWA                   |
|      |   | YOBE                      |
| 5    | LOT 3 – Northeast geo-political zone (Segment 2)    | BAUCHI                    |
|      |   | GOMBE                     |
|      |   | TARABA                    |
| 6    | LOT 4 – Northwest geo-political zone (Segment 1)    | JIGAWA                    |
|      |   | KANO                      |
|      |   | KATSINA                   |
| 7    | LOT 4 – Northwest geo-political zone (Segment 2)    | KADUNA                    |
|      |   | KEBBI                     |
|      |   | SOKOTO                    |
|      |   | ZAMFARA                   |
| 8    | LOT 5 – Southeast geo-political zone (Segment 1)    | ANAMBRA                   |
|      |   | ENUGU                     |
| 9    | LOT 5 – Southeast geo-political zone (Segment 2)    | ABIA                      |
|      |   | EBONYI                    |
|      |   | IMO                       |
| 10   | LOT 6 – South-south geo-political zone (Segment 1)  | BAYELSA                   |
|      |   | DELTA                     |
|      |   | EDO                       |
| 11   | LOT 6 – South-south geo-political zone (Segment 1)  | AKWA-IBOM                 |
|      |   | CROSS-RIVER               |
|      |   | RIVERS                    |
| 12   | LOT 7 – Southwest geo-political zone (Segment 1)    | EKITI                     |
|      |   | ONDO                      |
|      |   | OSUN                      |
| 13   | LOT 7 – Southwest geo-political zone (Segment 1)    | LAGOS                     |



|  |    |      |
|--|----|------|
|  | 2) | OGUN |
|  |    | OYO  |

## 6.0 STAFFING REQUIREMENTS

| <b>LOT 1: National Lead CSO</b> |            |   |
|---------------------------------|------------|---|
| <b>Key Professionals</b>        | <b>No.</b> | <b>Minimum Qualification and Professional Experience Desired</b>  |
| <b>Team Lead</b>                | 1          | <ul style="list-style-type: none"> <li>• Professional qualification at postgraduate level or equivalent in project management or related discipline</li> <li>• At least 7 - years of relevant experience in project management and facilitation of service delivery on large scale contract from government intervention or multilateral and bilateral organizations and NGOs in Nigeria</li> <li>• Overall supervision, coordination, quality control and focal point for NASSCO</li> <li>• Efficient and timely communication and reporting skills</li> <li>• Should have good understanding of the local dynamics in Nigeria</li> </ul>  |
| <b>M&amp;E Lead</b>             | 1          | <ul style="list-style-type: none"> <li>• Professional qualification at postgraduate level or equivalent social sciences, research methods or related discipline</li> <li>• At least 5 – years direct experience in monitoring and evaluation, good governance, citizen engagement and social accountability on behalf of government intervention or multilateral and bilateral organizations and NGOs in Nigeria</li> <li>• Proven capacity to make use of statistical packages, CAPI software and MS packages</li> <li>• Proven capacity of qualitative research techniques</li> <li>• Data analysis and reporting skills</li> <li>• Fluency in English (excellent writing skill) is essential</li> <li>• Capacity building and facilitation skills</li> </ul> |

|  |   |   |
|--|---|---|
| <b>Zonal M&amp;E officer (1 per geopolitical zone)</b> | 6 | <ul style="list-style-type: none"> <li>• University degree preferably in social sciences or related disciplines</li> <li>• At least 3 – years direct experience in monitoring and evaluation, good governance, citizen engagement and social accountability</li> <li>• Proven capacity to make use of statistical packages, CAPI software and MS packages</li> <li>• Knowledge of local culture and languages that are spoken in each of the geo-political zone is essential</li> <li>• Proven capacity to make use of CAPI software and MS packages</li> <li>• Capacity building and facilitation skills</li> <li>• Proven skills in conducting FGDs, KIIs and supportive supervision</li> </ul> |
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| <b>LOT 2 to 7: Zonal Lead CSOs</b> |            |   |
|------------------------------------|------------|---|
| <b>Key Professionals</b>           | <b>No.</b> | <b>Minimum Qualification and Professional Experience Desired</b>  |
| <b>Zonal Team Lead</b>             | 1          | <ul style="list-style-type: none"> <li>• Professional qualification at postgraduate level or equivalent in project management or related discipline</li> <li>• At least 5 - years of relevant experience in project management and facilitation of service delivery on large scale contract from government intervention or multilateral and bilateral organizations and NGOs in Nigeria</li> <li>• Overall supervision, coordination, quality control and focal point for National lead CSO</li> <li>• Efficient and timely communication and reporting skills</li> </ul> <p>Should have good understanding of the local dynamics in Nigeria</p> |
| <b>State Team Lead</b>             | 1          | <ul style="list-style-type: none"> <li>• University degree in social science or its equivalent in related discipline</li> <li>• At least 3 - years of relevant experience in project management and facilitation of service delivery on large scale contract from government intervention or multilateral and bilateral organizations and NGOs in Nigeria</li> <li>• Overall supervision, coordination, quality control and focal point for the National zonal &amp; National lead CSO</li> </ul>   |

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|---|---|--|
|   |   | <ul style="list-style-type: none"> <li>• Efficient and timely communication and reporting skills</li> <li>• Should have good understanding of the local dynamics of the state</li> </ul>   |
| <b>State M&amp;E Coordinator</b>                                    | 1 | <ul style="list-style-type: none"> <li>• Professional qualification at undergraduate level in social sciences, or its equivalent in research methods or related discipline</li> <li>• At least 3 – years direct experience in monitoring and evaluation, good governance, citizen engagement and social accountability on behalf of government intervention or multilateral and bilateral organizations and NGOs in Nigeria</li> <li>• Proven capacity to make use of statistical packages, CAPI software and MS packages</li> <li>• Proven capacity of qualitative research techniques</li> <li>• Data analysis and reporting skills</li> <li>• Fluency in English (excellent writing skill) is essential</li> <li>• Capacity building and facilitation skills</li> </ul>   |
| <b>Senatorial Liaison &amp; technical Facilitator (3 per state)</b> | 3 | <ul style="list-style-type: none"> <li>• Preferably university degree or its equivalent in social sciences or related disciplines</li> <li>• At least 2 – years direct experience in monitoring and evaluation, good governance, citizen engagement and social accountability</li> <li>• Proven capacity to make use of statistical packages, CAPI software and MS packages</li> <li>• Advocacy, sensitization and mobilization skills</li> <li>• Receive, report and support in investigating and resolving grievances as they come</li> <li>• Knowledge of local culture and languages that are spoken in the state</li> <li>• Proven capacity to make use of CAPI software and MS packages</li> <li>• Capacity building and facilitation skills</li> <li>• Proven skills in conducting FGDs, KIIs and supportive supervision</li> </ul> |

## 7.0 DURATION OF ASSIGNMENT

The assignment is to last for a period of twelve (12) months subject to renewal based on the outcome of performance management appraisal to be conducted in the tenth month of the

contract. A recommendation to renew the contract and or terminate MUST be made by the tenth month of contract implementation to avoid the firm running out of contract.

### **8.0 REPORTING SCHEDULE**

The consultant is expected to submit 2 hard copies and a soft copy of the following reports to NASSCO at the stated times:

1. First and second semester reports one week after end of each semester;
2. Draft of final/annual report (Results Scorecard) no later than two weeks after end of one year of assignment.
3. Final Results Scorecard no later than two weeks after receiving NASSCO/NCTO and World Bank feedbacks.

### **9.0 PAYMENT SCHEDULE**

- 30% of contract sum upon signing of the contract and another 20% upon submitting an inception report will state the understanding of the ToR and the combination of risk/time base monitoring framework/targets and the plan to cover the entire Nigeria as National CSO and comprehensively spell out how the national Level CSO will undertake the assignment
- 20% of the contract sum upon submission and acceptance of first semester report – six (6) months into the contract
- 20% of the contract upon submission and acceptance of second semester report – on the tenth month of contract.
- 10% of the contract upon submission and acceptance and publication of NASSP TPM final/annual results scorecard

### **10.0 METHOD OF SELECTION**

CQS