LEBANON EMERGENCY NATIONAL POVERTY TARGETING PROJECT – ADDITIONAL FINANCING

Terms of Reference for consultancy services to:

Design and Operate a Grievance Redress Mechanism & Build a Grievance Redress Information System – Phase I

1. BACKGROUND AND CONTEXT

The development of robust Grievance Redress Mechanism (GRM) is crucial for the success of any social safety net programs, and for establishing channels of trust with the communities. It will allow for the identification and resolution of issues affecting the project, including issues pertaining to eligibility of the beneficiaries, Gender Based Violence (GBV), loss of ecards, technical problems related to payments, misconduct of staff, misuse of funds, abuse of power, and other improper behavior.

A GRM was partially established at the Ministry of Social Affairs (MOSA) to address grievances pertaining to the National Poverty Targeting Program (NPTP). The objectives of the NPTP GRM were to build a mechanism whereby queries, and clarifications about NPTP are responded to, problems that arise during various stages of Program operations are resolved, complaints are resolved expeditiously, and grievances addressed effectively.

An assessment of this GRM was conducted by the World Bank and concluded that the existing GRM of the NPTP has significant weaknesses including: (i) the uptake locations are very limited in terms of accessibility and number; (ii) poor or lack of recording of complaints and/or requests both at Social Development Centers (SDC) and at MOSA; (iii) no mechanism for automated response; (iv) unclear follow-up and accountability line (who is responsible) and no monitoring of follow-up to calls when required and no mechanism to ensure the closure of the cases; and (v) weaknesses in the business process, including staffing structure and training as well as the availability of data on complaints as a management tool, that affect both the processing and the handling of complaints and queries.

Accordingly, the Government of Lebanon decided with the support of the World Bank, to build on the NPTP GRM, and develop a stronger GRM needed for the success of the NPTP and any further scale up, and for strengthening accountability for beneficiaries and provide channels for project stakeholders to provide feedback on project activities.

Designing the NPTP GRM would require a phased approach:

- **Phase one** would focus on building the blocks for an effective and simple GRM with (i) multiple grievance uptake locations and multiple channels for receiving grievances; (ii) fixed service standards for grievance resolution; (iii) clear processing guidelines; and (iv) an effective and timely grievance response system to inform complainants of the action taken.

- **Phase two** would ensure that a functional GRM system is adequately operating at the national and local levels through adequate channel of entry and would be migrated to the GRM module in the envisioned National Social registry[1].

2. OBJECTIVES AND SCOPE OF THE CONSULTANCY:

The Government of Lebanon is looking to hire a consultancy firm which would build upon the GRM assessment undertaken by the World Bank under the NPTP, in order to develop an easily accessible and well publicized GRM to receive feedback and handle grievances in a credible, timely manner.

The developed GRM would need to rely on six key principles:
- **Fairness**. Grievances are treated confidentially, assessed impartially, and handled transparently.
- **Objectiveness and independence**. Operates independently of all interested parties to guarantee fair, objective, and impartial treatment to each case.
- **Simplicity and accessibility**. Procedures to access and file grievances and seek action are simple enough that project beneficiaries can easily understand them.
- **Responsiveness and efficiency**. Designed to be responsive to the needs of all complainants.
- **Speed and proportionality[2]**. All grievances, simple or complex, are addressed and resolved as quickly as possible.
- **Participatory and social inclusion**. Project-affected people—community members, members of vulnerable groups, project implementers, civil society, and the media— are encouraged to bring grievances and comments to the attention of project authorities.

The development of the GRM will be divided in two phases as indicated above: Phase one will last for 3 months which would be financed by the Emergency NPTP Additional Financing Grant, while phase two will be developed and financed by the proposed Emergency Crisis and COVID-19 Response Social Safety Net Project.

The following assignment covers only **Phase One** which includes four main components. It is expected that the consultancy firm will undertake the following tasks during this phase:

(i)   **Component 1- Operating model:** Development of the operating model would entail the development of (i) business rules and procedures for the classification and resolving cases, (ii) Key Performance Indicators (KPIs) to measure the performance of the resolution mechanism, (iii) organization and implementation arrangements, designing the entry points (a) physically through SDCs, and MOSA, (b) online through the citizen interface, and (c) via call center, and protocols which would detail the coordination and collaboration between MOSA, World Food Program (WFP), Presidency of the Council of Ministers (PCM), SDCs and local communities.

(ii) **Component 2- Grievance Redress Information System (GRIS[3])**: This component will include the development of GRIS where the system would have the following modules: (i) *intake & registration module* which would allow registering cases based on a formalized classification such as; appeals, complaints, claims, data update/inquiry, etc. through different

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[1] A glossary is given in Annex I to give an indication to the consulting firm.
[2] The scope, form, and level of complexity of the GRM should be proportionate to the potential adverse impacts on and interaction with the local communities.
[3] GRIS is an information system (MIS) used to operate a fully functional GRM which would entail a formalized way to accept, sort, assess, and resolve complaints, appeals and complaints from the program beneficiaries and other stakeholders.

channels (entry points), provided under the component 1; (ii) *resolution module* which would run the business processes and procedures to resolve the cases (developed under component 1) and to build a referral system for any grievances pertaining to Gender Based Violence (GBV); and (iii) *reporting module* which would allow end-users and MOSA GRM team[4] to create regular monitoring reports (weekly / monthly / annual) on an agreed set of indicators and the trend in nature of complaints and specifically on GBV in addition to KPIs. This might include key indicators such as; #of grievances received, type of grievances, #of cases resolved, average duration of resolution, #of awaiting cases to be resolved, etc. with respect to entry points, geographical regions / provinces / districts etc. The GRIS would be developed using open source technologies to prevent issues regarding vendor lock. The database of GRIS would be hosted by MOSA based on an agreed data accession protocols between the consultancy firm and MOSA. The stored data would be subject to relevant data privacy and protection measures taken by MOSA. Data security principles, access to data protocols, type and duration of logging, data management, etc. would be articulated in the contract.

(iii) **Component 3- Technical Documents & Training:** Development of technical documents would include Operations Manual, training programs for implementing officers (Such as social workers at the SDCs and GRM staff at MOSA), and communication tools and materials (flyers, posters at the SDCs, municipalities and MOSA, social media, website, etc.). Based on the developed resolution mechanism under the component -1, GRIS under the component 2, and the technical documents under the component 3, the consultancy firm will develop training materials and undertake a training program for all stakeholders at the central and regional levels in MOSA. The proposed training methodology and related training documents should satisfy at least the minimum conditions listed in Annex III.

(iv) **Component 4- Call Center and toll-free line:** This component would include building and managing the call center and the toll free hotline, developing the system for recording feedback/grievances and outcomes, specifying timelines to address/close cases, developing procedures for protecting confidentiality of complainants, developing the referral pathway for GBV complaints, and operating the GRM based the agreed distribution of roles and responsibilities between the consultancy firm and MOSA. Issues regarding confidentiality and data privacy would be reflected in the contract of each staff recruited by the firm.

For information only, during **Phase Two**, the following components will be carried out but are beyond the scope of this TOR:

(v) **Component 5- Communication Material:** Develop all communication and information material needed to inform the public about the existence of the GRM on multiple platforms and in local language(s) and ensure dissemination and awareness campaigns for targeted beneficiaries to be aware of the GRM

(vi) **Component 6- Citizen Interface of GRIS:** Developing the citizen interface of GRIS which would allow (a) receiving grievances through online channels and (b) via physical visit to the SDCs, and relevant Ministries.

(vii) **Component 7- Migration Strategy from GRIS to GRM Module:** Developing the migration strategy from GRIS to GRM module which is intended to be developed under the envisioned Lebanese Social Registry.

(viii) **Component 8 - Managing GRM Operations:** Managing the call center and GRIS.

3. KEY DELIVERABLES, PROPOSED MILESTONES, AND REPORTING

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[4] For managing the overall GRM operations, MOSA will create a dedicated GRM team consisting of its own staff.

The consultancy firm will submit Project Delivery Reports (PDRs) where deliverables will be an attachment of PDRs. MOSA will evaluate and approve PDRs through Project Evaluation Reports (PER) no later than 5 working days after receiving them. MOSA can request for additional reports, if needed ahead of delivery of PDRs. The payment will be made upon the acceptance of PDRs. Potential bidders will add detailed CVs of key project staff who should meet the minimum qualifications listed in Section 5 (see Annex V for a CV template)

Phase One:
PDR-I will be delivered within one week of signing the contract and would include a detailed work plan covering the following:
- Technical Note demonstrating understanding of the Lebanese context of National Feedback and Grievance Redress Mechanism for social safety net projects;
- An outline of proposed approach/methods and staffing needs;
- List of outputs and schedule for each delivery (Gannt chart and business development plan);
- Schematic plan for the process including building the GRIS, business processes, operating model, call center, etc.
- List of available tools for the GRM work and context under which they are applicable;

PDR-II will be delivered within 6 weeks from contract signature and would include the following:
- GRM Operating Model: The final version of the GRM operating model designed based on the consultation meetings with MOSA. This would entail the design of the entry points, resolution mechanism, classification of cases and respective resolution operations, etc.
- GRIS: Business Requirements Specifications (BRS) and Software Requirements Specifications (SRS) documents for the GRIS;
- Technical documents: Draft operations manual, training programs and schedule for GRM staff and related materials, and a communication plan to ensure NPTP beneficiaries are aware of the existence of the GRM. communication strategy and related materials;
- Call center: Detailed technical proposal, staffing plan, IT infrastructure and equipment needs, reporting plan, and operating model for the call center;
- Trainings: A detailed training plan and materials (such as; (i) facilitator book, (ii) slideshows, (iii) trainee's book, (iv) evaluation of knowledge, and (v) training satisfaction survey) needs to be developed for the staff at call center, GRM team at MOSA and officers at SDCs who will be responsible for GRM (please refer to the Annex III). As a part of the training, the firm will deliver a plan for handing over GRM activities (activities managed by the GRM group of the firm and call center staff) to MOSA based on an agreed timeline.

PDR-III will be delivered within 10 weeks from contract signature and would include the following:
- GRIS: Delivery of the GRIS, software testing process and the respective report, delivery of end-user trainings and software final acceptance;
- Technical documents: final version of operations manual and training materials, communication strategy and related documents, delivery of training to call center staff and MOSA staff;
- Call center: Delivery of the fully operational call center with staff and all relevant equipment as approved in PDR-II;
- Trainings: Training should be given to the staff at call center, GRM team at MOSA and any MOSA staff who would run the call center, and officers at SDCs, (please refer to the Annex III);
- GRM reporting: monitoring reports as described under Component 2 (reporting module of GRIS) and resolutions from each entry point and critical issues raised to the implementing officers.

All documents should be submitted in English and Arabic.

4. DURATION OF ASSIGNMENT

The first phase of this consultancy is to be carried out during a period of 3 months starting the date of the signature of the contract and to be completed before March 31, 2021. In order to accomplish this Phase One of the assignment, it is the responsibility of the Consultancy firm to establish a detailed work program within the above time frame.

The selected firm will report to the Director General at MOSA. The firm will work in close coordination with the project team from the World Bank, MOSA, and PCM.

5. MINIMUM QUALIFICATIONS REQUIRED

Interested consulting firms should submit an Expression of Interest responding to the TORs. The following minimum qualifications required are:

- o A specialized firm with its leading team having degrees in Economics, Social Sciences, Statistics, Education, IT (for the GRIS development), or a related field;
- o Good understanding and/or experience working with government institutions and thorough understanding of local socioeconomic conditions in Lebanon;
- o Proven expertise and an understanding of issues related to citizen engagement, grievance redress, political economy issues, government institutions and processes, government policies relating to citizen engagement, experience in working with local and international civil society, NGOs and communities in areas through decentralization, community-driven development, demand-side governance, addressing GBV, and socio-economic context.
- o Proven expertise in building and managing grievance redress mechanisms through Hotlines and call centers
- o Expertise in conflict resolution, including setting up grievance mechanisms and negotiate solutions;
- o Experience and knowledge of NPTP and other MoSA programs or similar safety net programs in other countries is preferable;
- o Previous experience in a similar task with the World Bank or similar international institution will be preferred;
- o Ability to deliver high quality analytical work within strict deadlines;
- o Ability to generate or create simple flowcharts and visual diagrams;
- o Excellent report writing and communication skills and capacity to produce high-quality reports in English;
- o Strong proficiency of its leading team in English and Arabic, both oral and written;
- o Good knowledge of the Lebanese political, economic and social context;
- o Strong social, organizational and knowledge management skills required in order to coordinate and manage a project network;
- o Ability to work independently under limited supervision;

MINIMUM QUALIFICATIONS OF KEY STAFF

Throughout the whole duration of this project the selected firm will assign a **Grievance Redress dedicated group** who will have the role to manage all grievances received from the general public and NPTP beneficiary households. This entails coordinating the grievance redress channels, managing call center, and administration across SDCs, identifying problems, following up on beneficiary cases and

reporting to the PMU Manager. This team will consist of a Task Team Leader who manages 2 key experts. The team will report to PMU manager and will support officers at GRM team at MOSA and Grievance Registration Officers (GROs) across SDCs. Please note that GROs at SDCs are current SDC staff who will be trained and responsible for the GRM processes. The minimum qualifications of the Task Team Leader and key experts are given below:

Task Team Leader

Education & Experience
- Master's or bachelor's degree in Communications, International Relations/Public Affairs, Journalism, Marketing, Political Science or other related disciplines, with a minimum of 8 years (with master's) or 10 years (with bachelor's) of relevant experience.
- Minimum 5 years of management/supervisor experience on GRM or Customer Relationship Management (CRM) solutions at enterprise level.
- Minimum 5 years of experience in working with Government Entities / International Organizations in Lebanon

Skills and competencies:
- High levels of initiative, judgment, and decisiveness in accomplishing tasks; proven ability to work independently; good time-management skills and an eye for detail; ability to work effectively under stress and to juggle multiple tasks within tight deadlines.
- Able to work with staff at various levels, from senior management to unit-level communications staff.
- Strong project management / organizational skills.
- Strong teamwork skills – excellent listening, oral and written communication, willingness to jump in and help others to execute a task or to acquire new communication and marketing skills
- Demonstrated drive for results
- Ability to identify and prioritize dissemination channels according to communications needs
- Excellent management of multiple stakeholders.
- Ability to communicate in written, visual or oral form with a variety of audiences including professionals, academia, policy makers, and press.
- Excellent written and spoken command of English and Arabic. Good command of French is desirable

Key Experts

Education & Experience
- Bachelor's degree in Communications, International Relations/Public Affairs, Journalism, Marketing, Political Science or other related disciplines, with a minimum of 5 years of relevant experience.
- Minimum 3 years of experience on working with GRM or CRM solutions at enterprise level.
- Minimum 3 years of experience in working with Government Entities / International Organizations in Lebanon
- Minimum 3 years of experience in preparing and delivering training programs to public entities / international organizations / NGOs who work in Social Protection field.

Skills and competencies:
- Proven ability to work independently; good time-management skills; ability to work effectively under stress and to juggle multiple tasks within tight deadlines.
- Able to develop and deliver comprehensive training programs in GRM / CRM
- Able to work with staff at various levels
- Strong organizational skills.

- Strong teamwork skills
- Ability to communicate in written, visual or oral form with a variety of audiences including call center staff, senior professionals, field staff, and policy makers.
- Excellent written and spoken command of English and Arabic. Good command of French is desirable

GRM structure

Staff	Responsibilities
GRM Group Manager **(firm' staff)**	• Establishes NPTP grievance redress policy, channels and process • Monitors and supervises the overall grievance redress process • Coordinate monthly meetings of the GRM staff • Investigates and resolves complaints that have been referred to the national level • Categorizes and distributes complaints to appropriate department/level for resolution • Maintains the GRIS database • Manages the call center and call center staff • Calls for Grievance Redress Appeals Committee meetings for level III grievances • Analyzes trends in grievances, identify strategies to address major problems, and reviews GRM guidelines and processes for continuous improvement
GRM team at MOSA	• Receive NPTP feedback and complaints through all channels (including anonymous complaints) • Prepare GRM monitoring reports (weekly / monthly / yearly) • Supervise call center staff • Assess the complexity of the feedback / complaint • Manage grievances in the event of GBV • Provide complainants with responses in relation resolution of complaint (depending on the resolution level i.e. level II) • Provide complainants with final Reponses in the cases of appeal • Prepare grievances (level III) for the Grievance Appeal Committee meetings
Call Center staff at MOSA **(firm's staff)**	• Receive NPTP grievances • Assign tracking numbers through GRIS • Assess the complexity of grievances • Sort complaints and refer them to relevant staff or referral pathway in the event of GBV complaints • Contact complainants to acknowledge receipt of complaint, or if verification / further information is needed. • Provide complainants with responses in relation resolution of complaint (level I resolution)
Grievance Registration Officers (GROs) at SDCs	• Record, archive and register complaints submitted in person (through face-to-face interviews) • Register complaints submitted through paper format or in person • Contact complainant (when contact information provided), acknowledge receipt of complaint, and seek any additional information / verification
SWs at SDCs	• Address inquiries / complaints assigned to them by the GROs • Propose recommendations to the GROs Officers
Grievance Redress Appeals Committee	CMU Director, PMU Director, Grievance Officer, Benefits Officers

6. METHOD AND TERMS OF PAYMENT

Payments shall be made according to the following schedule:
(a)   10% (ten percent) of the contract price upon submission and acceptance of PDR-I;
(b)   40% (forty percent) of the contract price shall be paid upon submission and acceptance of the PDR-II;
(c)   50% (fifty percent) of the contract price shall be paid upon submission and acceptance of the PDR-III.

Annex I: Glossary

Appeals	Appeals are grievances about the correctness of decisions made by the programs, it may be a simple administrative error by the program, or involve fundamental issues of eligibility and entitlement, which can involve misinterpretation of the law by program; refusal of benefit or service; miscalculation of entitlements; or wrong categorization of the potential beneficiaries
Beneficiary Monitoring & Management (BMM)	Beneficiary monitoring is a phase along the delivery chain that involves actions and information flows related to the operational monitoring and management of the program. Depending on the type of program, beneficiary monitoring may include: basic monitoring, oversight of errors-fraud-corruption, grievance redress, monitoring of conditionalities, monitoring of accompanying measures, and so forth.
Claims	Claims are grievances usually about benefit payments or in case of unsatisfactory resolution of grievances (i.e. benefit amount, issues regarding payments, etc.)
Complaint	Complaints are grievances about the quality or type of processes for delivering benefits and/or services. They can arise due to delays, wait times, long lines, excessive documentation requirements, program staff behavior, public office accommodation, lack of information about the program decisions, difficulty accessing social protection benefits and/or services, and so forth.
Corruption	Corruption commonly involves manipulation of beneficiary rosters, for example, registering ineligible beneficiaries to garner political support, staff accepting illegal payments from eligible or ineligible beneficiaries, or diversion of funds to ghost beneficiaries or other illegal channels.
Data Update / Inquiry	The activity that involves the correction and/or modification of an information such as modification of the HH' structure/ change of address/ change - acquisition of telephone number(s) or Requesting information
Error	Error is an unintentional violation of program or benefit rules that results in the wrong benefit amount being paid or in payment to an ineligible applicant
Fraud	Fraud occurs when a claimant deliberately makes a false statement or conceals or distorts relevant information regarding program eligibility or level of benefits.
Grievance	Grievances refer to two distinct categories: (i) complaints, and (ii) appeals, and any other feedback from the general population, the intended population, registrants, applicants, beneficiaries, or other stakeholders of the social protection program.
Grievance Redress Mechanism (GRM)	Grievance Redressal Mechanism (GRM) is a formalized way to accept, sort, assess, and resolve complaints, appeals and complaints from the program beneficiaries and other stakeholders. The GRM comprises of a set of institutional structures, mandated rules, procedures and processes through which complaints, appeals, and queries about the social protection program(s) are resolved.

Source: World Bank SPJ Global Solutions Group

Annex II. Training Methodology

1. Documents needed

It is suggested to develop five (5) types of documents: (i) **facilitator book**, (ii) **slideshow**, (iii) **trainee's book** and (iv) **Evaluation** of **knowledge**, and (v) **training satisfaction survey.** The table below presents the objective and audience for each document to be developed. Training materials need to be

Table 1: Documents training

Document	Objective	Audience
Facilitator book	• Assist the trainers during the sessions • Define the methodology used for the training (case study, discussion etc.) • Provide correct answers for the trainees' exercises and the test given at the end of the training session.	Trainer
Slideshow	• Provide visual support for the training	Trainee
Trainee's book	• Providing the detailed instructions related to the activity (ex: in case of the training related to the data collection, instruction related how to complete the form/ how to carry out a home visit • Give concrete examples (how to fill the form)	Trainee
Evaluation of knowledge	Ensure a base /minimum for the performance of the trainees	Trainer
Training Satisfaction Survey	Provide at each session to evaluate the quality of the training (see annex IV)	Trainer

In the case of online training, an online portal needs to be developed. The online portal needs to include all documents listed above. Online training also means developing asynchronous (e.g., discussion forum) and synchronous resources (e.g., online classes).

2. Cascade methodology

The cascade methodology can be used for **all technical training** (see figure 2) where GRM officers at MOSA are trained by the consultancy firm (Task Team Leader and 2 Experts, external trainers) and then GRM officers (main trainers) train GROs and SWs at SDCs (field staff).

Figure 2: Cascade methodology
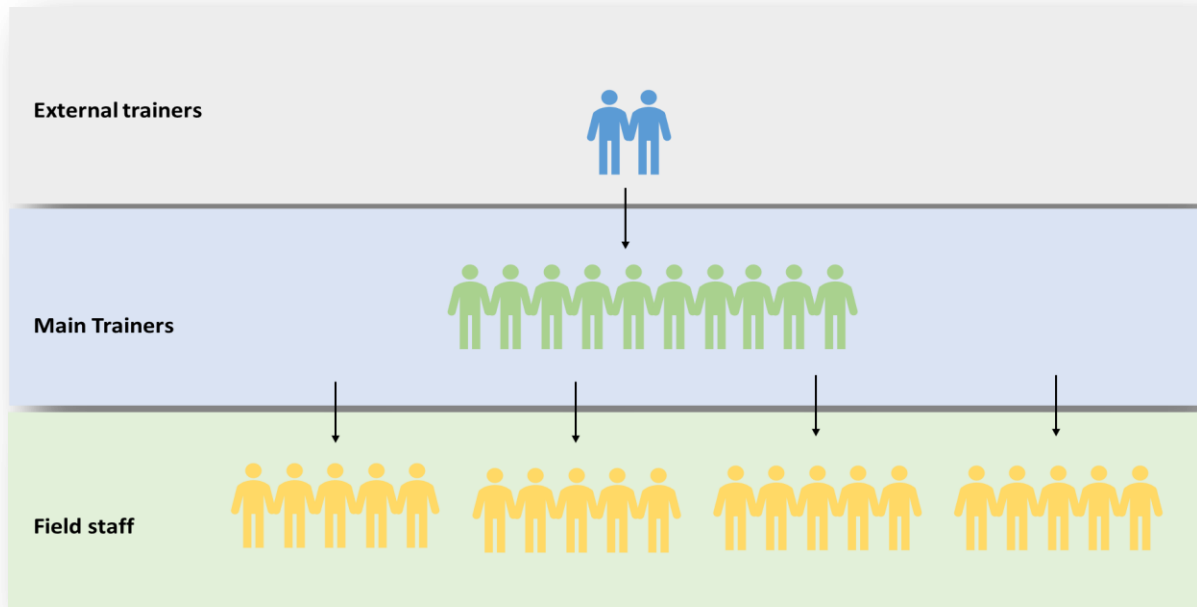
3. Training characteristics

The technical training includes interactive sessions, whatever the mythology used, (e.g., role-play for how to fill the form), so it is recommended to have a maximum of **24 trainees** and **two (2) trainers** per session to avoid a too high degree of time-consuming.

Please note this recommendation can be adjusted based on COVID-19 recommendations in Lebanon.

4. Training budget

The following table provides a brief overview of what is required for each training. This information would be needed to calculate the budget to deliver the respective training.

Table 2: Example of a budget for training

Item	Unit	Cost
Printing materials		
Facilitator book	Per trainer	
Exercise book	Per trainee	
Satisfaction survey	Per trainee	
xxxx		
Stationeries		
Note Sheets	Per trainee	
Flipcharts	Per session	

Item	Unit	Cost
Pens	Per trainee	
Tape	Per session	
Marker	Per session	
xxxxx		
Transport		
Transport Allowance	Per participant	
Per diem (if any)		
Trainees	Per trainee	
Trainers	Per trainer	
Venue		
Refreshment	Per participant	
Lunch/ Dinner	Per participant	
Rent	Per day	
xxxx		

Annex III: Training Satisfactory Survey

This survey can be filled online by using online forms such as google forms to comply with COVID-19 measures and to gain time. Below is an example of the training satisfaction survey, this example should be adjusted based on the training methodology (online /presential/ mix)**.**

<div align="center">

TRAINING SATISFACTION

</div>

Name of the training: _____

Date: _____   **Location:**
_____

*Read the questions below and **put a cross in the box** that best describes your opinion*

A. Instructor	Unsatisfactory	Below average	Average	Above average	Excellent
1. Is knowledgeable about the topics of the training					
2. Successfully communicates subject matter (verbally and non-verbally)					
3. Is sensitive to the trainees' interests, priorities and concerns					
4. Assigns tasks that are pertinent to the topics presented and which enhance learning					
5. The instructor raised questions and posed problems to be solved by the class					
B. Technology and material					
6. The learning environment's technology/equipment was					
7. The session presentations were					
8. The delivery of the content was					
C. Course Management					
9. The objectives for this training were clearly explained					
10. The time spent on each subject was					
11. I would describe my learning in this class as					

Comments/Suggestions?

Annex IV: CV Template

1.Name:
2. Proposed Position:
3. Nationality:
4. Language Skills:
Language XXX

Speaking	Proficiency	Good	Fair	Poor
Speaking				
Reading				
Writing				

5.Educational and other Qualifications

Employment Record: [Insert details of as many other appropriate records as necessary]

Period: From - To	Name of organization:	Positions held:

6. Relevant Experience (From most recent; among the assignments in which the staff has been involved, indicate the following information for those assignments that best illustrate staff capability to handle the tasks listed under the TOR) [Insert details of as many other appropriate assignments as necessary]

Period: From - To	Name of project/organization:	Job Title, main project features, and Activities undertaken

7.References (3 minimum)

Name	Title	Organization	Contact Info	Phone	Email
Speaking					
Reading					
Writing					

I, the undersigned, certify that to the best of my knowledge and belief, this CV correctly describes myself, my qualifications, and my experience. I understand that any willful misstatement described herein may lead to my disqualification or dismissal, if engaged.

Signature