

Terms of References (ToR)

Primary Survey on

**“Establishing Effective and Accountable E-Governance to Strengthen
Local Government Institutions by Fulfilling the Needs of Youth,
Gender, and Marginalised Communities”**

ToR for Procurement of a Survey Firm



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1. Introduction

1.1 Background

E-governance plays a vital role in strengthening effective, transparent, and accountable local institutions by enhancing service delivery, efficiency, and citizen engagement. It offers opportunities to make government services more accessible, cost-effective, and responsive, thereby promoting inclusive and participatory governance. In Bangladesh, however, the implementation of e-governance faces several challenges, including limited technological capacity, low digital literacy, data security concerns, and a pronounced digital gender divide where men have significantly higher access to mobile phones and the internet than women. These barriers are particularly evident at the grassroots level, where disparities between urban and rural areas further restrict equitable access to digital services. Although existing studies highlight the benefits of e-governance and its potential to improve public administration, there is limited understanding of how effectively these systems function at the local level. In particular, the perspectives and participation of youth, women, and marginalised groups in accessing and benefiting from e-governance services in Bangladesh remain largely underexplored.

Against this backdrop, CPD has undertaken a study that assesses the current state of e-governance in Bangladesh and identifies the obstacles in enhancing public service delivery and boosting citizen participation at the local level. The central focus of this study is the promotion of inclusive, youth-responsive e-governance. To that end, particular emphasis is placed on the experiences and needs of youth, women, and marginalised communities, who often face the greatest barriers to accessing digital public services and participating in governance processes.

To generate evidence on the current status along with existing status and barriers, the study aims to **conduct two separate primary surveys- one on public service receiver (citizen access and usage satisfaction) and one on public service provider's (institutional capacity and service delivery) perspective**. The data collected from the survey will be used to assess the effectiveness, accountability, transparency and inclusiveness of local-level institutions through the lens of e-governance. The targeted groups for the survey will be youth, women, and marginalised groups and their service providers.

1.2 Objective of the Survey

The objective of the survey is to collect comprehensive and relevant data to evaluate the current state and identify key challenges of e-governance in G2G, G2C, G2B, G2E at local level of Bangladesh.

2. Details of the Survey Design

2.1 Survey Coverage

Two surveys will be conducted at parallel for the same study:

Lot 1: Public Service Receiver Survey (Demand Side)

- This survey will assess the state of e-governance from the citizens' perspective.
- A total of **1,602 local-level individual respondents** will be surveyed across **all 8 divisions** of Bangladesh (as specified in the sample frame).
- Respondents will include **youth, women, and marginalised groups** (as specified in the sample frame).
- The survey conduction will involve **arranging direct interviews with respondents**, providing necessary clarification to ensure **they fully understand each question**, and employing systematic procedures to ensure **accurate and reliable data collection**.

Lot 2: Public Service Provider Survey (Supply Side)

- This component will evaluate e-governance from the perspective of government institutions.
- A total of **30 Upazila/City Corporation offices and 60 Pouroshava/Union offices** will be surveyed in the same locations where the Lot 1 survey will be conducted (as mentioned in the sample frame)
- The Lot 2 survey will be more technical in nature and will require surveyors to collect data not only through questionnaires but also through **on-site observations and inspections of ICT infrastructure** and service delivery.
- The firm expected conducting this survey will **preferably have an ICT background and demonstrated experience in inspecting basic digital services and ICT infrastructure**, in addition to experience in field surveys and data collection.

2.2 Sampling Frame for the Survey

Lot 1: Public Service Receiver Survey (Demand Side)

The following table shows the selected districts and upazila for Lot 1: Survey on public service receiver:

Division (All considered)	20 Districts	30 Upazilas/City Corporations + 7 Upazilas covering Project Area	
Dhaka	Dhaka	Dhaka South City Corporation	From these 30 Upazila/City Corporation (randomly selected), 1602 Individuals of 60 Unions to be surveyed (youth, women and MG) • At least two unions from each of the Upazila/City Corporations must be covered • At least one individual (Youth, Women and MG) from each Unions/Pouroshavas must be surveyed
		Keraniganj	
		Savar	
	Manikganj	Ghior	
		Harirampur	
		Shibalaya	
	Munshiganj	Gazaria	
		Serajdikhan	
	Rajbari	Goalunda	
Khulna	Chuadanga	Chuadanga Sadar	
	Khulna	Batiaghata	
	Narail	Kalia	
Rajshahi	Natore	Singra	
	Pabna	Iswardi	
	Sirajganj	Shahajadpur	
Ullapara			
Sylhet	Habiganj	Bahubal	
		Habiganj Sadar	
Barisal	Barisal	Banaripara	
	Bhola	Tajumuddin	
Chittagong	Chittagong	Hathazari	
		Raujan	
		Sandwip	
	Noakhali	Subarnachar	
	Rangamati	Belaichari	
Kaptai			
Rangpur	Nilphamari	Domar	
	Panchagarh	Atwari	
	Rangpur	Rangpur City Corporation	
Mymensingh	Netrokona	Khaliajuri	
Additional Sample Covering Project Area			
Rajshahi	Bogra	Gabtali	From these 7 Upazila, 374 Individuals (youth, women and MG) of 14 Unions to be surveyed
		Shibganj	
Sylhet	Sunamganj	Tahirpur	
		Bishomborpur	
Mymensingh	Sherpur	Jhenaigati	
		Sherpur Sadar	
Chittagong	Noakhali	Noakhali Sadar	

The target groups of the survey consist of youth, women and marginalised groups. Here's a short definition of the target groups.

Table: Definition of Youth, Women and Marginalised Groups

Category	Definition	Source
Youth	18–35 years	Bangladesh National Youth Policy (2017)
Women	Whoever identifies themselves as a woman	UN Women / Gender mainstreaming guidelines
Marginalised Groups to be Covered under the Survey		
Char	Riverine island areas are vulnerable to erosion/flooding	Bangladesh Bureau of Statistics (BBS); NGO and DRR literature
Haor	Low-lying bowl-shaped wetland ecosystem in NE Bangladesh	Department of Environment (DoE); Haor Master Plan
Slum	Densely populated urban areas with poor housing/sanitation	BBS Slum Census (2014); UN-Habitat
Indigenous	Ethnic minority communities with a distinct culture/language	Bangladesh Indigenous Peoples Forum; CHT Accord
PWD (Persons with Disabilities)	People with long-term physical, mental, intellectual, or sensory impairments	Persons with Disabilities Rights and Protection Act (2013), UNCRPD

Table 1: Distribution of respondents across groups for Lot 1

Group	Population (millions)	Proportion	Sample Size
Female	41.5	0.414	664
Youth	53	0.529	847
Marginalised	5.68	0.057	91
Total	100.18	1.00	1,602

Lot 2: Public Service Provider Survey (Supply Side)

The following table shows the selected districts and upazila for Lot 2: Survey on public service providers:

Division (All considered)	20 Districts	30 Upazilas/City Corporations + 7 Upazilas covering Project Area	From these 30 Upazilas/City Corporations, the following 300 (in total) offices need to be surveyed • Representative of UNO office • Representative of Upazila youth development office • Representative of Upazila Women and Child’s Affairs office • Representative of Upazila Social Welfare office • Representative of Upazila Family Planning office • Representative of Union parishad • Representative of Union Social Welfare office • Representative of Union Digital Centre • Representative of Union Family Planning office
Dhaka	Dhaka	Dhaka South City Corporation	
		Keraniganj	
		Savar	
	Manikganj	Ghior	
		Harirampur	
		Shibalaya	
	Munshiganj	Gazaria	
Serajdikhan			
Rajbari	Goalunda		
Khulna	Chuadanga	Chuadanga Sadar	
	Khulna	Batiaghata	
	Narail	Kalia	
Rajshahi	Natore	Singra	
	Pabna	Iswardi	
	Sirajganj	Shahajadpur	
Ullapara			
Sylhet	Habiganj	Bahubal	
		Habiganj Sadar	
Barisal	Barisal	Banaripara	
	Bhola	Tajumuddin	
Chittagong	Chittagong	Hathazari	
		Raujan	
		Sandwip	
	Noakhali	Subarnachar	
	Rangamati	Belaichari	
Kaptai			
Rangpur	Nilphamari	Domar	
	Panchagarh	Atwari	
	Rangpur	Rangpur City Corporation	
Mymensingh	Netrokona	Khaliajuri	
Additional Sample Covering Project Area			
Rajshahi	Bogra	Gabtali	
		Shibganj	
Sylhet	Sunamganj	Tahirpur	
		Bishomborpur	
Mymensingh	Sherpur	Jhenaigati	
		Sherpur Sadar	
Chittagong	Noakhali	Noakhali Sadar	

3. Timeline

The assigned activities must be completed **in between 4th week of November 2025 to Last week of January 2026.**

4. Issues to be Considered

Survey Equipment and Software: The data must be electronically collected using tablet computers running on an Android platform and uploaded to a server daily, allowing for remote quality control and tracking study team. Hardware and software to be used by organisational convenience. We propose to use Survey CTO or KoboToolbox for conducting this survey. The survey firm is expected to collect and verify the phone number and addresses of all respondents whenever available. GPS coordinates of the interviewed respondent's addresses need to be collected.

Implementation of training for the Survey Team: For survey implementation, training will be provided to the interviewers and field officers according to the questionnaire of the field survey. The selected firm (s) will conduct the training while CPD will provide necessary input if needed.

Survey Fieldwork: The survey firm (s) will be responsible for writing, getting approval for, and sending letters and/or e-mails, making phone calls, setting appointments, visiting in person, and otherwise making attempts to secure high levels of participation. However, CPD will issue its cooperation letter if needed.

Survey completion: For a survey to be completed, relevant information must be obtained and entered into the database. No questions should be left blank except the ones skipped due to correctly applied skip patterns. The integrity and accuracy of the data are vital. The firm will establish procedures to check the quality of the surveys. At least ten percent (10%) of the completed surveys will be backchecked by telephone. Representatives of the Research team may accompany survey teams to monitor effectiveness, ensure quality and check for progress in the field.

Data Entry, Format and Sharing: The survey firm will share the access of the database to the Research team so that the researchers can check the data in real time during the data collection process. The Research team may download the data for checking inconsistencies and to advise accordingly. The final data set will be delivered after the completion of 100% of the interviews. The survey data will be delivered to the Research team in Microsoft Excel (including codebook) and STATA electronic format.

Data Quality and Non-Participation: In order to ensure data quality and consistency, a survey data quality control procedure is in place. The first checking of the data will be completed and documented by the survey firm—

- There are no errors in variables codes, questionnaire flow, skip patterns, number of missing values, etc.
- There is no “double counting
- Monitoring of collected data
- Flagging implausible data
- There are no errors in data's logical consistency or outliers

- Checking for straight-line answers, etc.

Ethical Consideration: The survey be guided by the following ethical considerations:

- Safeguarding – demonstrating the highest standards of behaviour towards respondents
- Sensitive – to gender rights, inclusion, and cultural contexts
- Openness – of information given to the highest possible degree to all involved parties
- Confidentiality and data protection - measures will be put in place to protect the identity of all participants and any other information that may put them or others at risk.
- It is expected that: Informed consent will be ensured for all the surveys.

5. Deliverables

The selected firm will deliver all activities related to the primary survey including data cleaning and processing of the surveys.

Specific deliverables will be as follows:

- Undertaking both primary surveys, in collaboration with the CPD study team;
- Provide the finalised codebook and translated questionnaire manual;
- Engage qualified enumerators for conducting the primary surveys;
- Conduct training of the enumerators based on the questionnaires prepared by CPD;
- Supervise and monitor enumerators in order to ensure quality and standard of data to be collected by the enumerators;
- Conduct pilot survey on 1-2 area prior to launching the surveys;
- Provide the survey data to the CPD in appropriate format as per data sharing mentioned above;
- Undertake repeat survey by the enumerators, if necessary, in order to ensure accuracy and authenticity of data to be collected by the enumerators;
- Provide regular Staffing Reports noting any changes in staffing;
- Design the structure of data entry by using appropriate software as suggested by the CPD study team;
- Compile and do the entry of the survey data as per the design frame and software suggested by the CPD study team;
- Undertake coding and cleaning of the data after data entry;

6. Application Guidelines (Please read carefully)

- All firms are required to apply for both Lot 1 and Lot 2. Application for only single lot will not be qualified.
- In case, firms that do not possess the necessary expertise for both lots (**refer to Section 2.1: Survey Coverage**), the interested firm must form a partnership with another firm with required experience and expertise and submit a joint application.
- If a partnership applicant is deemed qualified for one lot but its partner(s) are not, CPD may consider pairing the Lot 1-qualified firm with a Lot 2-qualified firm to ensure full coverage of the survey requirements.

- Applicants are encouraged to provide high-quality enumerators, considering the survey's sensitive nature and technical complexity.

7. Evaluation Criteria

The table below outlines the evaluation criteria

Table: Evaluation Criteria

Area(s)	Criteria	Weight
Lot 1		
Technical 1	Understanding of the assignment	5
	Experience in similar projects	20
	Qualification of team lead, data management team	10
	Qualification of enumerators	10
	Survey strategy, time plan and quality of survey tools	20
Lot 2		
Technical 2	Understanding of the assignment	5
	Experience in ICT related activities	20
	Qualification of team lead, data management team	10
	Qualification of enumerators	10
	Survey strategy, time plan and quality of survey tools	20
Total Technical	Average of Lot 1 and Lot 2 technical proposals (65+65/2)	65
Financial	Competitive pricing with a reasonable and justifiable financial proposal (in one document covering both Lot 1 and 2)	35
Total		100

8. Submission Procedure

Bidders are requested to submit their proposal via email to procurement@cpd.org.bd by **18 November 2025**. Proposals submitted after this deadline will not be accepted.

When submitting, bidders must use the subject line **Proposal for E-governance Survey**.

Proposals should be concise and must include three parts: **Technical Proposal (outlining information mentioned in the evaluation criteria)**, **Financial Proposal**, and **Supporting Documents**.

Supporting documents must be submitted in a combined zipped folder.

Supporting Documents

For this part, bidders are requested to provide:

- Acknowledgment receipt for the last annual TAX return
- TIN Certificate
- Bank Account details
- Incorporation certificate
- Provide the contact information of the organization.

- Contact information of the project focal person.
- CVs of the project personnel

9. Finance Related Special Notes

- All payments for the selected vendor will be made through Account Payee Cheque in favour of the selected vendor.
- CPD will deduct TDS from the billed amount as per Section 52A, Income Tax Ordinance 1984.
- Selected vendor will need to provide CPD Mushak-6.3 with the bill at 15% rate, as per Statutory Regulatory Order (SRO) 235.
- The selected vendor must provide Mushak-6.3.
- The selected vendor will need to produce original invoices for each delivery made under each Purchase Order within this contract period

10. Disclaimers

- CPD reserves the right to select or reject any vendor who will drop the proposal for providing the service.
- Any attempt to unlawfully acquire and/or persuade to get the assignment will lead to immediate rejection of the respective service-provider, and CPD may also take legal actions, if required.
- Failure to deliver according to the terms of the contract shall subject the vendor to penalties as will be stipulated in the final contract.
- CPD will not be liable to indemnify any third party in respect for any claims, debt, damage, or demand arising out of this contract.
- CPD will not accept any Liability for the compensation for death, disability or hazards. Which maybe suffered by the Supplier/Supply chain through this contract while supplying CPD, no such claims will be made against CPD.
- If the bidder breaches any term or condition of this agreement (part or all), or the conditions set out in any given Purchase Order/Contract, including, but not limited to, quality of the Goods/Services, Price and Delivery requirements, the buyer shall be entitled to immediately purchases goods/services from any other source/Suppliers, in addition to any remedy available in law or equity.
- Bidders must avoid actions conflicting with CPD's principles or creating real or perceived conflicts of interest and must uphold integrity, independence, and impartiality, refraining from public statements that could harm their relationship with CPD.
- CPD enforces zero tolerance for fraud, corruption, or terrorist financing, requiring vendors and consultants to act with honesty and integrity. Violations may result in disciplinary measures, legal action, and reporting to law enforcement for prosecution.
- CPD may unconditionally terminate any agreement if a supplier violates national labour laws or fails to protect children's rights, including safeguarding them from violence, abuse, exploitation, or harm.

- CPD enforces zero tolerance for sexual exploitation and abuse (SEA) and requires adherence to its Safeguarding Policy by all staff, vendors, and associated personnel.

11. Contact Person

The study will be coordinated by the following person, and any queries regarding the ToR can be clarified by him:

Mr Tamim Ahmed

Senior Research Associate

Email address: **tamim@cpd.org.bd**

Phone : **01834267067** (9.30 AM to 6 PM)

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