

TERMS OF REFERENCE

CONSULTANCY SERVICES FOR THE DEVELOPMENT AND IMPLEMENTATION OF A MARKETING AND COMMUNICATIONS PLAN AND STRATEGY AT THE BAHAMAS BUREAU OF STANDARDS AND QUALITY

1. BACKGROUND

1.01 The Bahamas is a heavily tourism-based economy, with financial services contributing the second largest share of economic output. The World Travel and Tourism Council estimates that in 2019, travel and tourism in The Bahamas accounted for a total contribution of 43.3% of the nation's gross domestic product (GDP), while employing approximately 52.2% of the total workforce. The international offshore services sector directly contributes approximately 15% of GDP. The concentration of economic activities in tourism and financial services renders the economy particularly vulnerable to external demand shocks and the impact of natural disasters. The coronavirus (COVID-19) pandemic has reversed growth trends. Preliminary data show that from January to June 2020, The Bahamas received 354,700 stopover visitors, reflecting a 66.8% decline compared with the same period in 2019. Meanwhile, cruise arrivals were also down 52.7% by June 2020 to 1.33 million. Relatedly, available data for March 2020, indicate that the average hotel occupancy rate fell significantly to 41.8% from 86.7% for the same period in 2019.

1.02 The multiplicity of actions taken or earmarked by the Government of the Commonwealth of The Bahamas (GOCB) in response to the pandemic were condensed in the plan "*A Resilient Bahamas: A Plan for Restoration*", which was the baseline for the FY 2020/2021 Budget^{1/}. The plan focuses on five critical areas:

- (a) Enhance Public Health and Safety.
- (b) Expand Social Protection.
- (c) Sustain Employment.
- (d) Strengthen the Domestic Economy.
- (e) Accelerate Government Reforms and National Resilience.

1.03 The plan is in congruence with the medium term (2017–2022) socio-economic policy agenda, which rests on three pillars: (i) Enhancing Fiscal Responsibility; (ii) Fostering Fiscal Sustainability; and (iii) Bolstering Growth and Job Creation. This agenda which is being pursued over the medium term (2017–2022), was presented in the 2017 Manifesto and the Speech from the Throne and elaborated in the 2018/19 budget speech. In pursuit of pillar III, GOCB has prioritised improving the enabling environment for business, developing Micro, Small and Medium Enterprises (MSMEs) and entrepreneurship, and exploiting opportunities offered by the Blue Economy.

1.04 GOCB has recognised that strengthening the domestic economy and facilitating growth in the MSME sector will be contingent on improved trade facilitation as well as the exploitation of the market access afforded by agreements such as the EPA. Key to enhancing the capacity of firms to meet increasingly stringent market access requirements is ensuring the establishment of a robust national quality infrastructure (NQI). According to the CARICOM Regional Organisation for Standards and Quality (CROSQ), NQI is the institutional framework that establishes and implements the practice of standardisation, metrology (measurement), accreditation and conformity assessment services, which includes inspection (quality performance and legal metrology^{2/}), testing (trade and medical), calibration

^{1/} [Our Priorities \(bahamasbudget.gov.bs\)](http://bahamasbudget.gov.bs)

^{2/} Legal metrology is the application of legal requirements to measurements and measuring instruments.

(measurement devices) and certification of quality (product, process, and personnel). Standardisation of quality by producers not only improves products and services to meet increasingly demanding customer expectations, but also enhances opportunities for expansion into new export markets.

1.05 The signing of the EPA and the impending accession to the World Trade Organisation (WTO) has opened up global markets, but has also highlighted a number of trading realities, that will affect the potential of Bahamian firms to capitalise. The Bahamas does not have in place the conformity assessment mechanisms to provide assurance to trading partners that the products meet rigorous international requirements. This is especially important with food products, where “farm to fork” traceability and an infrastructure that provides accredited testing and export certification are essential. In terms of imports, the weak conformity assessment capacity also limits the ability of the regulatory agencies to assure the quality of imported goods. Cognizant of the challenges faced by service providers, manufacturers, and exporters when accessing international markets, GOCB has embarked on a programme to develop the NQI to facilitate improved competitiveness for goods and services exports and ensure consumer safety.

Development of The Bahamas NQI

1.06 The BBSQ is a statutory body established under the Standards Act (2006) and the Weights and Measures Act (2006) with reporting relationship to the Ministry of Finance. The BBSQ is governed by a Standards Council delegated to provide a satisfactory level of oversight and also govern the policy direction of the BBSQ. The Standards Council Corporate Governance Manual defines the role of the Council and delineates how the Council carries out its responsibilities. BBSQ became operational in 2016 and is the focal point for the development of The Bahamas NQI. Its primary function is the formulation and/or adoption of standards in addition to offering metrology, inspection, testing and certification services, the latter three being collectively termed conformity assessment. BBSQ also has a training and consulting mandate as well as regulatory responsibility for operation of a legal metrology and quality-related inspection service that it carries out via market surveillance on non-food products. With technical assistance (TA) from the 10th European Development Fund, BBSQ guided the development and approval of the National Quality Policy (NQP)^{3/} in 2018.

1.07 Pursuant to the implementation of the policy, a Metrology Bill has been drafted^{4/} and this will replace the Weights and Measures Act (2006). BBSQ has formally commenced its legal metrology service with the verification of non-automatic weighing instruments and fuel dispensers, as part of its mandate to implement the Act, protect consumers and ensure fair trade in the market. The programme is in its early stages but is faced with the challenges of timely calibration of its reference standards (which must be conducted overseas at some cost) and field standards. With over 30 inhabited and geographically dispersed islands, BBSQ faces challenges in reaching remote areas to conduct its verification services and verify instruments that are used in the trading of goods and services.

1.08 To address the challenges articulated above and to meet the calibration and testing demands of the local industry^{5/}, BBSQ has procured and retrofitted a 40ft container to serve as a mobile metrology laboratory. BBSQ has also commenced recruitment of staff for the laboratory. To further guide the

^{3/} The NQP is aligned to the CARICOM Regional Quality Policy (RQP) promoted by CROSQ. The NQP honors the commitments of regional and international trade agreements such as the CSME, EPA and the WTO Technical Barriers to Trade Agreement.

^{4/} The draft bill is awaiting ratification by the Cabinet before submission to Parliament.

^{5/} A February 2020 private sector consultation led by CROSQ identified testing and calibration demands in the petroleum, pharmaceutical, electricity, and the construction sectors.

development of a metrology service and inform the operationalisation of the metrology laboratory, CROSQ conducted an assessment in February 2020 and made the following recommendations:

- (1) BBSQ should focus on developing its mass calibration service as the highest level of ensuring the accuracy of the volumetric standards used in the petroleum sector. This mass calibration service would also be vital for fulfilling the requests of the pharmaceutical sector as well as the calibration of small and micro volumes (e.g., pipettes) in the laboratories throughout The Bahamas (pharmaceutical, medical, and testing).
- (2) BBSQ should develop its technical understanding of the verification of electricity meters and potable water meters to serve as the arbitrator for any measurement disputes between the utility provider and consumers. Once this competence is developed, the BBSQ could also provide technical guidance to the utility company on the most suitable measurement devices to be purchased for the local market as well as ensure that the accuracy of the measurement devices purchased are as specified.
- (3) Mass calibration should be complemented with testing services such as the verification of hollow concrete blocks and possibly, the verification of reinforcing steel bars and, the verification of concrete compression testing machines.
- (4) In relation to the environmental assessment of the container laboratory, CROSQ found that while the laboratory could meet the ambient conditions required for Class E₂ masses, the humidity in the laboratory needed to be reduced and the fluctuations minimised.
- (5) BBSQ should establish a quality management system that conforms to the International Standards Organisation (ISO) 17025 standard^{6/}.

1.09 It is within this context that BBSQ now seeks to further develop the capacity to provide metrology services to meet the demands of industry and to sustain the efficient provision of legal metrology services.

2. OBJECTIVES OF THE CONSULTANCY

2.01 The objective of this consultancy is to design and implement a marketing and communication plan, strategy and supporting activities aimed at increasing the awareness of the BBSQ, its role, the metrology and other services offered.

3. SCOPE OF CONSULTANCY SERVICES

3.01 The Consultant team will be expected to work with BBSQ in the development and implementation of a marketing and communication plan, associated activities and complimentary strategy focused on public awareness, education and marketing of the bureau to enable sustained visibility, promotion of its services and sensitisation of the agency's role in the development of a National Quality Culture.

3.02 The tasks will include, but not be limited to:

- (a) Conduct a meeting with representatives of the Client (BBSQ) to clarify the objectives of the assignment and to identify materials and other resources needed for effective execution of the Project.

^{6/} ISO/ International Electrotechnical Commission (IEC) 17025 enables laboratories to demonstrate that they operate competently and generate valid results, thereby promoting confidence in their work both nationally and around the world.

- (b) Review all Project documents including the NQP, past campaigns and materials produced to support marketing and promotions and other relevant documents identified by the Client.
- (c) Conduct a stakeholder analysis/mapping/dialogue through mixed data gathering methods (qualitative and quantitative) targeting a small sample reflective of the earmarked audiences including – focus groups, surveys, or interviews to determine the current environment and establish a baseline and local context for recommendations related to levels of awareness, knowledge and needs of the respective target groups.
- (d) Develop and implement a programme of activities including:
 - (i) A marketing and communications plan inclusive of a campaign for public education and awareness, stakeholder engagement and promotion of BBSQ metrology services within one month of starting the assignment. The plan should incorporate design, messaging, placement, channels, and delivery of all the activities under this consultancy.
 - (ii) A communications strategy and supporting plans to be implemented by the agency following the completion of the consultancy.

3.03 All content should be gender responsive and inclusive and align with current branding and messaging. There should be encapsulation of concepts linking to quality. Design and creative concepts are required.

4. DELIVERABLES AND REPORTING REQUIREMENTS

4.01 The consultant will report to the Director, BBSQ and will be required to submit/deliver the following:

- (a) Within two weeks of commencing assignment, a Concise Inception Report after the consultations with the Client and the review of background documents listed in 3.02(b) above. The Inception Report will contain the proposed detailed work plan for the assignment for the period.
- (b) Within four weeks of commencing assignment, a marketing and communications plan inclusive of a campaign for public education and awareness, stakeholder engagement and promotion of BBSQ metrology services within one month of starting the assignment. The plan should incorporate design, messaging, placement, channels and delivery of all the activities under this consultancy.
- (c) Within 6 weeks a communications strategy and supporting plans to be implemented by the BBSQ following the completion of the consultancy.
- (d) A final report to include analysis of activities conducted with recommendations.

5. QUALIFICATIONS AND EXPERIENCE

5.01 Marketing, advertising, and public relations services agencies are eligible to apply. Relevance of specialised knowledge and experience on similar engagements done in the Region/country:

- (a) At least seven years' experience in implementing public awareness campaigns.
- (b) Five years' proven experience in the field of designing and executing market research and focus groups, event management, media relations, public relations, digital media, advertising, web development, outdoors and digital campaigns.
- (c) Experience in organising events that resulted in the interaction with various target groups such as public officials and servants, business executives, leaders in civil society organisations, citizens, etc.
- (d) Experience in managing campaigns involving various social media channels over the last three years.
- (e) Experience with pre-production, production and post-production of videos.
- (f) Experience in implementing campaigns related to national development.
- (g) Experience working with international organisations.

5.02 **Key Expert 1:** Public Relations/Communications Strategist/Manager.

Educational background and general experience:

- (a) University degree in Public Relations, Communications, Journalism, Economics, or relevant field.
- (b) Minimum of nine years of general experience.

Specific experience relevant to the assignment:

- (a) Seven years of experience in communications and public relations.
- (b) Proven experience in implementing at least three public awareness campaigns.
- (c) Six years of experience working directly with the media outlets.

5.03 **Key Expert 2:** Digital Media Content Strategist/Manager.

Educational background and general experience:

- (a) University degree Public Relations, Communication or equivalent.
- (b) Four years of experience in creating content strategy that includes visual storytelling, video, and multimedia design.
- (c) Four years of experience in designing, managing and monitoring digital media campaigns.

6. SUPERVISION OF THE CONSULTANT

6.01 BBSQ will facilitate the work of the consultant and will make available all studies, reports, and data relevant to the Project. The Project Coordinator, BBQS will be assigned to be the liaison between BBQS and the consultant team.

6.02 It is estimated that this consultancy will require 60 person-days per year over a period of 6 calendar months.