

TERMS OF REFERENCE FOR SERVICE CONTRACTING

Assignment	Social Protection Public Expenditure Review for Jordan
Location	Home-based with field work
Duration	11 months
Estimate number of working days	220
Reporting to	Chief of Social Protection & Policy

1. JUSTIFICATION/BACKGROUND

Over the past two decades, Jordan has faced a series of shocks including influx of refugees, regional instabilities, and economic pressures. These shocks have strained public resources and the provision of services, leading to increased vulnerabilities, and shrinking fiscal space. Most recently, the ongoing global pandemic and associated lockdown measures have caused unprecedented negative socio-economic impacts affecting wide segments of the society. Unemployment rate rose significantly to an all-time high of 25 per cent in Q1 of 2021 with higher levels among youth and females. In addition, a recent outlook estimated that the economy has experienced a contraction in real growth by 1.8% (negative growth) over 2020. Given these challenges and the tightened fiscal space, reviewing and understanding public spending on social protection with linkages to outcomes for target groups is a timely exercise and a key priority, *especially in relation to recent economic and social protection policy initiatives taken by the Government* such as: the expansion of the National Aid Fund based on improved targeting approaches, the adoption of automated registration and payment methods, tax and Subsidy reforms, and most notably the launch of the National Social Protection Strategy 2019–2025 (NSPS 2019-2019).

The Social Protection Public Expenditure Review (SP-PER) seeks to generate evidence and analysis on social protection-related public expenditures in Jordan. The overall objective is to set out a range of options and recommendations to enhance the efficiency, effectiveness, equity, and sustainability of social protection expenditures, as guided by relevant national strategies and sector plans. The development of the SP-PER is part of a larger EU-MADAD supported program led by UNICEF and ILO to facilitate the implementation of Jordan's National Social Protection Strategy (NSPS 2019-2025). The overall UNICEF-ILO joint program supports the Government of Jordan through structured interventions and activities at the policy and institutional level, with emphasis on the integration and linkages between different areas of the SP system in Jordan.

2. OBJECTIVE AND TARGETS (Scope)

The SP-PER will examine public expenditures over a period of four years from 2018/2019 to 2021/2022. It will cover initially the following areas of the national SP system: social assistance (non-contributory), subsidies, social insurance (contributory) and social services (with focus on protection and care programs). With regard to social insurance, The SP-PER will not address issues of financial sustainability, but rather assess the linkages and joint distributional impacts of contributory and non-contributory social protection spending. Information on financing and expenditure for the contributory social security system will be made available by the ILO on the basis of the 10th Actuarial Valuation of the SSC, which is currently underway. Specific areas and exact scope within the areas outlined above will be finalized based on national consensus and consultations during the inception stage.

Note: At this stage, it has been agreed that the review will **not** include the following areas within the national SP system: education and health public spending (under social services), and labour activation programs. These might be considered for subsequent exercise in a phased approach.

The SP-PER should include the following essential sections:

- Sector overview & Vulnerability Analysis (including key figures and emerging SP issues and priorities)
- Policy and institutional review, and assessment of linkages of expenditures with sector targets.
- SP sector wide public expenditure analysis (including composition of spending, spending trends, etc.)
- Analysis of the adequacy, efficiency, and effectiveness of public spending on social protection for the selected areas.
- Review of budget performance information (indicators) and M&E structures to supporting expenditure planning and execution.
- Equity and distributional impacts of public spending for vulnerable groups and disadvantaged areas
- Financing of the Sector and related issues (including ad-hoc spending during COVID-19, off-budget support, and aid)
- Key findings and recommendations (with focus on improving public spending on social protection)

Where relevant the SP-PER will build on and expand analysis included in recent relevant works and public finance exercises undertaken by UNICEF, ILO, and World Bank.

3. Key Activities (WORK ASSIGNMENT)

- a) Develop an inception report with detailed action plan with a clear timeline for the assignment. The report should clearly highlight the methodology of the work, key assumptions, sources of information.
- b) Develop guiding questions and methodological framework to guide the process of data collection and analysis, in line with the requirements and scope of PERs as standard exercises and given the specific context of Jordan.
- c) Conduct field visits and data collection activities and participate in meetings and workshops designed for stakeholders' consultations and feedback.
- d) Provide overview and analysis of policy frameworks and institutional arrangements for social protection in Jordan. The policy analysis should highlight issues of relevance to the scope of the exercise than can inform analysis of expenditures.
- e) Produce sector performance data for the selected areas and updated vulnerability analysis on the most vulnerable groups and regions, gender, and with special focus on children, older persons, and persons with disability.
- f) Conduct review and analysis of social protection expenditures in Jordan covering the sections outlined above and as agreed in the approved inception report. Focus should be given to analysis of expenditure and budget decisions on "equity", particularity for vulnerable groups /regions, gender, and Jordan's progress toward the SDGs. Analysis should include chapter or section on COVID-19 related sector expenditures.
- g) Review the formal functional classification for social protection expenditures, analyzing and clearly identifying expenditures under SP categories such as SSN, Social Security, and specialized protection services. In the process of review, also identify SP expenditures that might be listed under other sectors or functional classifications.
- h) Analyze historical trends with size, composition and equity focus of social protection spending, including in the context of subsidy reform and COVID-19 pandemic and in comparison, with regional and global benchmarks
- i) Analyze social protection expenditures from equity perspective. Undertake analysis of distributional impact of social protection spending, and assess distributional implications of **selected reforms** of contributory, non-contributory SP, and subsidy system, using both static and dynamic modelling (forecasting) as relevant. Data requirements for micro-simulations and distributional impact analysis to be decided and made available in coordination with Government counterparts.
- j) Undertake an analysis of fiscal space for social protection spending in Jordan, include updated costing and model alternative financing options for selected SP reforms identified in previous steps.

- k) Develop a case study of a priority social protection issue for Jordan along with opportunities and financing options to upscale response and resilience.
- l) Develop specific and practical outline and recommendations to support improving the efficiency, effectiveness, and equity of public spending on social protection (considering linkages between different areas/pillars within the sector)
- m) Develop a policy brief highlighting key findings, policy messages, and figures, along with infographics
- n) Develop PowerPoint presentations for the purposes of validations and communicating the findings.

4. EXPECTED DELIVERABLES

Deliverable	Estimated Timeline
Work plan and Inception Report	15 November 2021
Social Protection Policy Analysis, and Vulnerability Assessment	31 December 2021
Progress Report	28 February 2022
1 st draft of SP-PER	15 April 2022
Draft Case study on emerging SP issue	30 May 2022
2 nd Draft of SP-PER	20 June 2022
Policy Briefs and PowerPoint Presentation	30 July 2022
Final SP-PER and Final Documents	20 August 2022

The SP-PER will be technically supported by UNICEF and ILO. Deliverables and key documents will be evaluated and reviewed by a technical reference group comprising MOSD, NSPS-ISU, SSC, MOPIC, MOF, UNICEF and ILO Stakeholders, WB, other relevant Government counterparts.

5. REALISTIC DELIVERY DATES AND DETAILS ON HOW THE WORK MUST BE DELIVERED

Deliverables and tools to be developed and provided in both languages' Arabic and English. In the case, where English version of selected documents is needed in Arabic, the translation will be done by the institution/contracted. All data used should be made available to UNICEF in their final version in both languages.

6. PAYMENT SCHEDULE

The assignment to be carried out between October 2021 and August 2022 for ten months. One month is added a grace period to close the contract. Payment schedule is provided below which is according to the deliverables mentioned in the previous section. The consultant should follow the needed timeline to submit the deliverables considering necessary and adequate time (at least two weeks) to be allocated for review and quality assurance processes of the deliverables by Government counterparts and UNICEF team. Payment is contingent on approval by the contract manager and will be made in four instalments.

Deliverable/s	Timeline	Payment
Work plan and Inception Report	One Month from signing the contract	20% of the total contract
SP policy analysis and progress report	Four months from signing the contract	10 % of the total contract
1 st SP-PER Draft	Six Months from signing the contract	30 % of the total contract
2 nd SP-PER Draft	Eight Months from signing the contract	20 % of the total contract
Final SP-PER and Final Docs	Ten months from signing the contract	20% of the total contract

All interested institutions or group of consultants are requested to include in their submission detailed costs including:

- a) Daily professional rate for the services
- b) Breakdown of all Expenses that constitute the total proposed amount (please include all costs that are to be charged to UNICEF) to be agreed prior to commencing project
- c) Any additional requirements needed to complete project or that might have an impact on cost or delivery of products
- d) The consultants would be required to use their own computers, printers, photocopier etc.

Detailed costing should also consider the need to conduct face to face consultations and in-person data collection through the local consultants and international missions (to be facilitated based epidemiological situation in Jordan and Government guidelines)

Payment is contingent on approval by the contract manager and will be made as indicated in the above table. No Advance payment to be made. Payments will be made against each milestone/ deliverable and only upon UNICEF's acceptance of the work performed. The terms of payment are Net 30 days, after receipt of invoice and acceptance of work. Payment will be effected by bank transfer in the currency of billing.

7. OFFICIAL TRAVEL INVOLVED

International and Local travel and airport transfers (where applicable) will be under responsibility of the contractor in accordance with UNICEF's rules and tariffs. All travel costs (international and local) should be planned properly in the technical proposal and included in the financial proposal. Please note that if selected, the contract can be a supporting document to obtain entry visa (if necessary). UNICEF will be unable to secure travel visas. Flight costs will be covered at economy class rate as per UNICEF policies.

8. DESIRED QUALIFICATIONS, SPECIALIZED KNOWLEDGE OR EXPERIENCE

The study is planned to be conducted by an institution or by a registered consultancy group/firm being well-established and highly qualified, experienced institution, which has

experience in conducting economic analysis and public expenditure reviews and technical knowledge in public budgeting and finance.

The entity should demonstrate expertise in conducting similar assignment and have minimum 8 years of experience in the areas of public finance, development, and Social Protection policy. These to be demonstrated through the submission of two sample of relevant work.

In addition to the profile of the institution, the team to deliver the service should have the following profile and qualification:

The team will be comprised of a team leader and team member(s), ensuring balance with qualifications, skills and experience stated below. If the study is carried out by an international firm, the team leader will ensure that two national experts (Fluent Arabic speakers) are included in the team. Given the planned timeframe, the specific nature of this consultancy and the importance of understanding the local policy environment- International firms are also encouraged to submit a joint proposal through partnership and engagement with a local firm. Alternatively, the firm should ensure including good representation of locally based experts to facilitate in-person data collection and consultations (in case of restrictions on international mobility given COVID-19).

Team leader

The Team Leader should have at least a master's degree in public policy, economics, social policy or a related field, and at least 10 years' experience in managing research /technical assistance projects and similar assignments. S/he must have completed at least two high quality exercises in that period.

Overall Team

The team should have at least two specialists in public finance and two specialists in social protection, one in social assistance and one in social insurance, and one quantitative micro-economist. Overall, the following qualification are required for the consultancy firm:

- At least 8 years' experience in economic research and analysis is required, some of which preferably were served in a developing country
- Each member should have at least 5-7 years of experience in their respective areas (CVs required)
- The team should have at least two specialists in public finance and two specialists in social protection and one quantitative micro-economist. Firms are encouraged to have members with expertise in different areas within social protection.
- The team must include expert on gender with expertise in gender analysis of programmes to ensure the research is responsive to gender aspects of entire interventions.
- Excellent analytical, report writing and communication skills in English and Arabic for some key members of the study team.
- Excellent interpersonal skills required for high level engagement with government departments and other stakeholders
- Excellent interpersonal communication skills.
- Proven ability to work within limited time constraints in the preparation of high-quality documents.

9. CONTRACT MANAGEMENT

The contractor (service provider) will regularly report to UNICEF Social Policy Specialist. The Social Protection and Policy at UNICEF Jordan Country office will be responsible for managing the contract. Overall supervision of the contract will be provided by the Chief of Social Protection & Policy.

10. PERFORMANCE INDICATORS FOR EVALUATION OF RESULTS

All tasks have been delivered in a timely manner as indicated in the TOR/Contract. High quality of work and results achieved correspond to the specification of the TORs.

Deliverables are submitted on time and the quality of work should be acceptable to UNICEF. Deliverables and key documents will be evaluated and reviewed by UNICEF, MoSD, ILO, and Government counterparts. The team should follow the needed timeline to submit the deliverables considering necessary and adequate time (at least two weeks) to be allocated for review and quality assurance processes of the deliverables by the UNICEF team and the NSPS-ISU. Performance at the end of the contract will be evaluated against the following criteria: timeliness (as per the timelines agreed with UNICEF), responsibility, initiative, communication, and quality of the services and products delivered.

11. FREQUENCY OF PERFORMANCE REVIEWS

Periodic and at the end of the assignment.

Frequent feedback will be provided to the consultant on the quality and the timely submission of deliverables as necessary. Final evaluation to be conducted at the end of the contract.

Ongoing performance review, strategic direction, key deliverables and progress discussions to take place with UNICEF on a regular basis with the firm. The expert/firm will work closely with the both the Social Policy Specialist, MoSD focal point, and UNICEF's key stakeholders.

12. CALL FOR PROPOSALS

A two-stage procedure shall be utilized in assessing the proposals, with assessment of the technical proposal being completed prior to any price proposal being compared. Applications shall therefore contain the following required documentation:

Technical proposal

A technical proposal should be submitted as an overall response to TOR ensuring that the purpose, objectives, scope, criteria and deliverables of the project are addressed. The proposal shall include detailed breakdown of the necessary components to show the work and competence of the firm to execute the assignment.

Technical Proposals must include:

- *A technical proposal that includes a brief cover letter and understanding of the assignment is required.*
- *Detailed breakdown of the necessary components to show the work and competence of the firm to execute the assignment.*

- *Based on the proposed timetable laid down in the TOR, a proposal of the detailed methodology, tentative work plan and time schedule is required. . i.e. An action plan specifying the timeframe with various milestones and activities should be included*
- *Updated profiles/ CVs of the experts and the team members listing similar experiences/assignments and highlighting those focused-on*
- *Company profile*
- *Composition of the team and brief introduction to key-experience and expertise of each member indicating the technical deliverables they will be in charge of;*
- *Elaboration of the available expertise*
- *Quality assurance plan and risk matrix with mitigation measures put in place*
- *Two examples (studies) of the firm's engagement in similar activities and assignments.*

Financial Proposal

- *A financial proposal with a breakdown of all costs that are to be charged to UNICEF and based on deliverables. This includes estimated number of working days, consultancy fees, all office administrative costs, international and local travel costs, as well as any additional requirements needed to complete project or that might have an impact on cost or delivery of products. Travel expenses should be based on the most direct route and economy fare. Quotations for business class fare will not be considered.*
- *The Financial Proposal shall be submitted in a separate file, clearly named Financial Proposal.*
- *No financial information should be contained in the Technical Proposal.*

In addition, the institution should consider the following in the submission:

- A. Company profile (Company structure, team composition, organogram...etc)
- B. Company registration

13. UNICEF RECOURSE IN CASE OF UNSATISFACTORY PERFORMANCE

UNICEF reserves the right to withhold payment on each individual and consolidated output until the consultant provide satisfactory quality output as reviewed by the project supervisor. In case of unsatisfactory performance, misconduct, unacceptable quality, the payment will be withheld until quality deliverables are submitted, and subsequently, the contract will be terminated or contractual penalties shall apply in accordance with the General terms and conditions stated in the tender document if the contractor fails to deliver.

14. REQUEST FOR PROPOSAL EVALUATION AND WEIGHTING CRITERIA

70 Points technical + 30 points financial= 100 total

Submitted proposals will be assessed using Cumulative Analysis Method. All request for proposal will be weighed according to the technical (70 points) and financial considerations (30 points). Financial proposals will be opened only for those application that attained **70%** (49 out of 70) or above on the technical part. Below are the criteria and points for technical and financial proposals.

A. Technical Proposal (70 points): The Technical section of the proposal should be submitted in English. All other sections should be annexed. All sections (components) of the proposal will be evaluated and weighted. The proposal should be found technically sound. The following points shall be considered

1) Overall Response (10 points)

- *general adherence to Terms of Reference and tender requirements (5 points)*
- *Elaborated and articulated understanding of scope, objectives and overall assignment requirements. (5 points)*

2) Company and Key Personnel (40 points)

- *The proposed structure and composition of the team for this assignment. The main disciplines of the assignment, the key expert responsible and proposed technical and support staff along with their curriculum vitae (CVs) provided. (10 points)*
- *Team member(s) meet academic requirements (5 points)*
- *Company meets minimum 8 years of experience (5 points)*
- *Demonstrable experience with similar projects providing evidence (5 points)*
- *Company is properly registered a/o has required certifications/memberships (2 points)*
- *Company policy on Child labour, Safeguarding and Prevention of Sexual Exploitation and Abuse (articulate policies for the protection & safeguarding of children of children and prevention of PSEA (3 points)*
- *Two Samples of previous relevant work undertaken successfully by the contractor. (10 points)*

3) Proposed methodology and approach (20 points)

- *A comprehensive work plan provided to deliver the overall requirement (ToR) including the main activities of the assignment, their content and duration, phasing and interrelations, milestones, key performance indicators (10 points)*
- *Quality assurance plan and risk matrix provided (5 points)*
- *Deliverables are addressed as per TOR (2 points)*
- *Proposed timelines are met (3 points)*

Minimum technical score: 70% of 70 points = 49 points

B. Financial Offer (total 30 points)

A separate Financial Offer detailing all activity expenses and logistics should be submitted under this section. The financial offer (this section) should be submitted on a separate page from the Technical Capability and Schedule information. Only those financial proposals will be opened which have been technically accepted (scoring at least 49 points) according to the above criteria. Financial proposal will be weighted based on the clarity and appropriateness.

Total Financial**Max of 30 points**

The Contract shall be awarded to a bidder obtaining the highest combined technical and financial scores. Proposals not complying with the terms and conditions contained in this ToR, including the provision of all required information, may result in the Proposal being deemed non-responsive and therefore not considered further.

Please note that all travel must be conducted as per UNICEF Policy, which states the most direct, economical route shall prevail.

15. OTHER CLAUSES: PSEA LANGUAGE

Consistent with the UN Secretary General's Bulletin related to "Special measures for protection from sexual exploitation and sexual abuse" (ST/SGB/2003/13), entities and individuals entering into cooperative agreements with an agency of the United Nations are obligated to "take preventative measures against sexual exploitation or abuse, to investigate allegations thereof, or to take corrective action when sexual exploitation or sexual abuse has occurred." Failure to do so "shall constitute grounds for termination of any cooperative arrangement with the United Nations." The Contractor is expected to have in place explicit policies related to the prevention of sexual exploitation and abuse of beneficiaries, including commitment to the IASC 6 Core Standards (IASC/2002), and the investigation of such cases. Where the contractor does not have sufficient capacity for the investigation of such cases, it should request the support of UNICEF. Reasonable suspicion of sexual exploitation or abuse of beneficiaries may be reported by any individual to UNICEF if the complainant so prefers.

16. CONDITIONS

- The contractor will work on its own computer(s) and use its own office resources and materials in the execution of this assignment.
- The contractor's fee shall be inclusive of all office administrative costs.
- International and Local travel and airport transfers (where applicable) will be under responsibility of the contractor. Flight costs will be covered at economy class rate as per UNICEF policies. Financial offer for bid should include all logistics and administrative costs as indicated above.