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| <p>Title: International Consultant to Develop a National Social Protection Policy and corresponding Social Protection Strategy</p> | <p>Funding Code: Social Inclusion Programme</p> | <p>Type of engagement :</p> <p><input checked="" type="checkbox"/> International Consultant</p> | <p>Duty Station: Bissau/Guinea-Bissau</p> |
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Scope of Work:

1. Background and Rationale

The 2020 Human Development Report ranked Guinea-Bissau 175 among 189 countries on the human development index, and its gross domestic product per capita was \$733. The precarious living conditions of the general population are reflected in the results the Multidimensional Poverty Index (MPI) and Multiple Overlapping Deprivation Analysis (MODA), jointly conducted by UNICEF and the United Nations Development Programme (UNDP) in 2017 and released in 2018, (Martel, 2017). Based on the secondary analysis of MICS- 4 and MICS-5 data (INE, 2015), the study showed that 58 per cent of the population could be considered multi-dimensionally poor due to a combination of deprivations in living conditions (housing and sanitation), health and education.

As such, Agenda 2030 and the achievement of the Sustainable Development Goals (SDGs) are severely constrained with approximately 67% of the population living in absolute poverty (below two US dollars per day) and 33% in extreme poverty (below one US dollar per day). Significant regional and urban-rural disparities exist in the prevalence of monetary poverty. Whereas in Bissau just half (51%) of the population lives on less than US\$ 2 per day and 13 per cent on less than US\$ 1 per day, outside Bissau three quarters (76%) of the population live on less than US\$ 2 per day and 40 per cent lived on less than US\$ 1 per day. Widespread poverty has a direct and visible impact on children. Worsening poverty affects all households, although it affected those led by women more in Bissau and by men more in the regions. Households headed by women are poorer in the regions than in Bissau.

The country's institutional fragility was exposed and amplified by the COVID-19 pandemic that started on March 24, 2020 when Guinea-Bissau confirmed its first case. The state of emergency declared by the President on March 27, 2020 led to closure of borders, schools, restaurants and other local businesses, prohibited public gatherings and domestic travel and paralyzed the already fragile domestic economy which contracted by 1.5 percent in 2020 after eight years of growth at an average rate of 4.2 percent, negatively impacted access to essential social services and had a significant negative impact on people's livelihoods, including from the informal economy. As a result of containment measures, the country also witnessed a significant deterioration of the food security situation.

WFP's rapid emergency assessments conducted in May, July and October 2020 found that the number of vulnerable households applying severe consumption and livelihood-based coping mechanisms increased significantly, from 12 percent from the September 2019 pre-COVID-19 level to 51 percent in May 2020. Rising food insecurity affected disproportionately vulnerable groups, notably women and children. This does not bode well for the level of multidimensional poverty in Guinea-Bissau which had gradually declined between 2010 and 2018: 0.415 in 2010 to 0.322 in 2018 though rural populations were the most affected by multidimensional poverty (the MPI index stands at 0.408 in rural areas, against 0.138 in urban areas).

In spite of the above situation, social protection policies to address income insecurity, poverty and widespread social deprivations are limited and disparate at best. Less than 5% of public and private sector workers have access to social insurance, with limited coverage. This leaves everyone else behind. An analysis on the socio-economic impact of COVID-19 in Guinea-Bissau conducted by the UN Country Team highlighted how the country was, and still is, ill-prepared to cope with major shocks, and risks substantial setbacks of some of the development gains obtained during the past decades. The pandemic accentuated the weaknesses of the public service provision and institutional setup in Guinea-Bissau. The analysis identified lower incomes and rising poverty as the immediate consequences of the pandemic in the country, while the non-existence of national social protection schemes (except for pension for veterans and select public servants) and depleted public finances leaves the government with little ability to provide a safety net for its population and to deliver a stimulus

to the economy. The analysis also identified the provision of social safety nets as a key measure to counteract rising poverty levels. It recommended that these measures should reach as many as possible, targeting the poor, the informal sector, and food-insecure regions to prevent reinforcing of existing inequalities and addressing gender disparities.

Children, women and youth have been disproportionately affected by the pandemic and its economic consequences, aggravating already existing vulnerabilities, including reduced food intake, withdrawal from school, intensification of child labor, forced and early marriage, institutionalization, among others. Many children also become victims of violence, such as maltreatment, sexual abuse and exploitation and child trafficking, even within their families and communities.

Further to the worsened socio-economic situation with the COVID-19 pandemic, household incomes have been negatively impacted by the fast-rising costs of fuel and basic necessities following the worldwide crisis triggered by the Ukraine War. Prices of products of first necessity, which depend largely on imports have sharply increased in Guinea-Bissau.

In addition, Guinea-Bissau faces a silent emergency due to the adverse effects of climate change, which is increasing floods and drought which in turn affect food security and expose the poorest quintiles to climate-related economic, social and environmental shocks and disasters. According to UNISDR, most of the flood-affected people are concentrated in the south-western part of the country, in particular the Quinara region.

It is in this context of precarity, fragility and vulnerability that three UN agencies (UNFPA, WFP, UNICEF) in support of the government of Guinea Bissau are coming together to support the government to develop a comprehensive social protection system that will respond to the population's right to access social protection and support progress towards the achievement of development outcomes for the most vulnerable populations, with seed financing from the Sustainable Development Goal Fund. This joint effort will enable: (i) the development of a social protection policy and strategy (ii) design of a financing framework and the outline of a registry system (iii) testing delivery mechanisms through the implementation of a pilot shock responsive social protection programme, including cash transfers to vulnerable households.

Within the overall process of establishing a social protection system, UNICEF will focus on the development of the National Social Protection Policy and Strategy taking the "life cycle approach", as an over-arching framework to provide dignified support the most vulnerable, as well as to suggest inclusive approaches to ensure no one is left behind. Women, girls, youth and persons with disabilities in rural and peri-urban areas will be of primary consideration in the National Social Protection Policy and Strategy. The leaving-no-one-behind analysis from UNFPA/GB¹(2020), which shows the multiple contexts of Guinea-Bissau and identifies who is extremely vulnerable or excluded within the known vulnerable groups (who is the poorest and most marginalized among women, children, youth and persons with disabilities), will be used as a basis for the exercise.

The multisectoral National Social Protection Policy and the National Social Protection Strategy will allow for the strengthening of national institutions to develop, implement, finance, and deliver an integrated, shock-responsive social protection system in Guinea-Bissau to support the acceleration of development outcomes (SDGs), allow the realisation of fundamental rights for all. It is also important that the National Social Protection Policy and the National Social Protection Strategy examines the possibility of a sustainable financing approach, encouraging predictable funding for social assistance to the most vulnerable groups and guarantee adequate national investments for essential services to attain the Sustainable Development Goals (SDGs) particularly SDG 1. This may likely come with the development of an implementation plan that considers

In an effort to support the "systems building approach", the Policy will address the high levels of inequitable access to essential social services between and within regions through the design and careful monitoring of inclusive and pro-poor approaches with clear plans for promoting sustainability and social cohesion in a context still affected by COVID-19 and increasingly affected by climate change.

These terms of references are herewith are drawn up for the recruitment of an international consultant to develop the National Social Protection Policy as well as the National Social Protection Strategy to support its implementation.

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2. Objective of the assignment/Output of the Consultancy

The services of an international Consultant are being sought after to support the design of Guinea-Bissau's national social protection system, and particularly to undertake the drafting of the Policy and Strategy documents that will form the basis of the system. Working under the supervision of the UNICEF Representative and in close collaboration with leads from the Ministry of Women, Family and Social Solidarity as well as counterparts in UNFPA and WFP, the international consultant will draft and present for validation a national social protection policy and strategy for the period of 2024-2028. The international consultant will be supported by a national consultant whose tasks are also specified.

Specifically, the international consultant will undertake to:

- a. undertake a desk review and stakeholder consultations to examine existing social protection schemes, including those of a shock-responsive nature in Guinea Bissau and explore the possibility of building upon current institutional and programmatic efforts whilst pushing for a more comprehensive, yet incremental overarching policy framework, that integrates and considers innovations in social protection that can be deployed in the Bissau Guinean context (such as Blockchain).
- b. explore regional and global best practices in the development and implementation of social protection policies, making ample use of UNICEF regional and global resources as well as those of other notable organisations in the field, namely Save the Children, the European Union, Oxfam etc...
- c. undertake vast consultations with relevant stakeholders either engaged in the formulation and implementation of the policy and strategy and those to benefit from their existence including national authorities from various sectors, CSOs, international organisations, beneficiary populations, experts in the field, financing organisations etc...
- d. formulate policy provisions, underpinned by principles (equity and inclusion, leaving no-one behind, transparency, accountability). On the basis of the work undertaken as outlined above, outline the nature of social protection schemes, including shock-responsive options (cash transfers, and safety nets, food transfers), access to complimentary essential services in education, health, food security and nutrition, case management, disability payments, cash for work programmes, etc.), coverage, targeting modalities (including vulnerable population groups to prioritize, geographical targeting, and other registration procedures),. The Policy should include provisions for social assistance linked with other essential services (cash+), possibilities to support households to reach a threshold to exit a given social protection scheme, M& E systems to support quality data collection/analysis mechanisms which provide opportunities for learning and feedback loops, grievance and complaints mechanisms, in an effort to ensure accountability to affected populations.
- e. develop a roadmap for the formulation of an implementation plan which proposes the most appropriate approaches and institutional frameworks within a whole systems approach for the implementation of the policy and the strategy – it should consider potential fiscal space and financing modalities, human resources, the legal framework, regulatory and oversight procedures, establishment of a management information system (MIS), delivery mechanisms, periodicity/regularity, institutional coordination and integration across sectors and monitoring and evaluation of the policy.
- f. ensure that the policy and strategy to be developed are in compliance with the requirements of the constitution of Guinea-Bissau and in accordance with the Labour Act, 14/86, Social Protection Law (Law n° 4/2007, Social Protection Framework Law) and law n° 3/2012, Official Bulletin of the National Social Security Institute - the functioning of Social Security,
- g. Deliver the draft policy and strategy document for validation in a workshop style setting. Integrate feedback and revise the document for adoption by UN stakeholders and national authorities.
- h. Organise training sessions on social protection for key stakeholders to sensitise and build capacities for decision-makers and technical experts likely to take forward the Policy and Strategy. Leverage trainings to highlight strengths, weaknesses, opportunities and threats to social inclusion and social protection service delivery through key social sectors, including the required enabling environment (legal and administrative framework, financial, human, technological and physical/infrastructure resources etc.).

3. Guiding Principles

The National Social Protection Policy and Strategy will be articulated with other sectoral policies and will align with the Guinea-Bissau PND and international commitments (SDGs, AU Agenda 2063, etc.). The development of the National Social Protection Policy and Strategy covering the period of 2024-2028 will be based on principles that underpin the effective conduct of such a process, namely: national ownership, equity and inclusion, human rights, gender-responsiveness, risk-informed and results-oriented as well as evidence-based.

3.1 National ownership

The National Social Protection Policy and Strategy for 2024-2028 development process will be led by the Ministry of Women, Family and Social Solidarity (MWFSS). The MWFSS will provide guidance and facilitate the consultations of all relevant stakeholders in the social protection and related sectors, including various government ministries, CSOs, NGOs, community groups, etc. The MWFSS will assume a coordination role amongst all the technical Ministries of social sectors and Technical and Financial Partners (TFP), that will lead the approval and endorsement process for the NSPP and NSPS, and subsequent implementation, with the view of ploughing back lessons learned for continuous improvements in the quality and implementation of the policy.

3.2 Human Rights

The development process will draw from a human-rights approach drawing out the commitments to rights holders, especially the most vulnerable groups, and duty bearers with obligations to meeting these rights, in particular all the actors in charge of social protection. The policy process will be oriented so as to identify the shortcomings that limit the actions of these two categories of actors to enable them to have the capacity to claim their rights, for the first, and to fulfill their obligations, for the second.

3.3 Inclusion and Equity

The development of National Social Protection Policy and Strategy for 2024-2028 will follow an inclusive and participatory process. Each stage of the process will see the involvement of all the actors in the field of social protection and related sectors as needed. Appropriate mechanisms will be developed to ensure everyone's participation in order to guarantee a common understanding and ownership of the changes sought through the development of the National Social Protection Policy and Strategy. This inclusion must take into account the needs and specificities of the most vulnerable targets and minorities so that no one is left behind.

In the process of developing the National Social Protection Policy and Strategy an equity approach will guide: (i) identification and targeting of the range of disadvantaged groups living in Guinea Bissau, especially children and women from low income households, pregnant women, lactating mothers, children under-5, children and adults living with disabilities or chronic health conditions (including persons living with HIV), the elderly, the homeless, and other especially vulnerable groups, etc. with a view to achieving their rights (ii) identifying and addressing the causes of inequity with a focus on accelerating the pace of progress and (iii) evidence generation.

3.4 Risk-informed and results-oriented

This approach leads to considering the reduction of natural risks and socio-economic risks as an integral part of developing a shock responsive Social Protection Policy and Strategy process that takes into account (i) the identification of lifecycle risks, as well as risks related to disasters, climate change, conflicts, epidemics and other socio-economic shocks, (ii) the analysis of the profile of people likely to be affected by these shocks and the analysis of the impact on their vulnerability and (iii) the analysis of the roles and responsibilities of the various actors in risk management and resilience. In this regard, a resulted-oriented approach will infuse the process ensuring that concrete changes in health, education, nutrition and livelihood outputs and outcomes are in evidence and capable of being measured with a revamped shock-responsive social protection system that effectively addresses the well-being and poverty profile of the most vulnerable groups.

3.5 Gender-responsive

The Policy formulation process will be gender-sensitive as will the actual Policy and its implementation. The development of the National Social Protection Policy (NSPP) will aim to understand the gaps in the situation of accessibility to services between women and men, girls and boys, the causes of these inequalities and discriminations as well as how these groups are affected and should benefit from social protection schemes.

3.6 Evidence-based

This principle consists of a systematic effort to bring quality data (qualitative or quantitative) to support the planning, implementation, monitoring, and evaluation of the social protection policy and strategy. It underlies both the use and the generation of data in the policy formulation cycle. Based on this principle, the National Social Protection Policy (NSPP) and National Social Protection Strategy (NSPS) will be developed and implemented based on the most recent evidence to confirm the relevance of the problems highlighted as well as the choices of the solutions envisaged.

This data will include (i) data on the state of vulnerable groups and their situation, (ii) data on the beliefs, values, principles, and preferences that guide their lives and that are likely to influence their opinion of the services they will receive under the implementation of the national social protection policy, and (iii) evidence on the impacts, risks and other elements associated with the types of programs to be implemented under the National Social Protection Policy and Strategy.

4. Duration of Consultation

The consultant shall work within UNICEF for a period of eleven (11) months. The effort of developing the National Social Protection Policy and National Social Protection Strategy will occur concomitantly.

The consultancy can be home-based for about 4 months during the periods of document preparation, notably at the beginning of the consultancy and towards the end. At least six months of intense consultation and collaboration with stakeholders within the country must be conducted.

5. Methodology

The Policy and Strategy formulation process will draw upon three activities within the methodology, notably: (i) **Desk review and stakeholder consultations to identify** best practice and updates the existing diagnostic study on social protection; (ii) **Consultations, Key-informant interviews and Focus Group discussions** to seek inputs from multiple perspectives for the development of the Policy and Strategy documents and ensure ownership of the process and outcome; (iii) **Document preparation** that ensures a quality product that stands up to international scrutiny.

6. Payment

The consultancy will be subject to the rules and procedures in force at UNICEF. **The daily fees are established on the** basis of the financial offer made by the successful candidates after the analysis of the files and the fee schedule of the individual national consultants of UNICEF at the respective level. The payments will be based on specific deliverables as outlined in the table below and following approval by UNICEF prior to proceeding with the payment process.

7. Consultancy Supervision

The consultation will be under the supervision of the Representative and will work closely with the Deputy Representative and Social Policy Specialist and/or the Planning, Monitoring and Evaluation Specialist. The consultant will work closely with the Director General of Social Solidarity (DGSS) of Ministry of Women, Family and Social Solidarity (MWFSS), the Ministry Economy, Planning and Regional Integration (MoE) and the leads of other aspects of the Social Protection system under development by WFP and UNFPA.

| National Social Protection Policy and Strategy | | |
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| Overview of assignment of tasks and activities | | |
| Tasks/sub-activities: | Deliverables | Period |
| 1) Prepare an inception report on how the process will be conducted including, an outline of best practice, milestones and deliverables following review of key documentation and discussions with the leads of the process within UNICEF, Ministry of Women, Family and Social Solidarity, UN partners and the World Bank | Inception report prepared | September 2022 |
| 2) Desk review and study on status social protection in Guinea Bissau, documenting current schemes, strengths, weaknesses, opportunities and threats against best practices gleaned from other countries | <ul style="list-style-type: none"> Best practice documentation Diagnostic study on Social Protection in Guinea Bissau as a basis for the preparation of the policy and strategy document | 15 November 2022 |
| 3) Organisation of a workshop to detail potential scenarios and options in the development of a social protection policy and strategy. Preparation of draft outline for the Policy and Strategy documents | <ul style="list-style-type: none"> Workshop documentation, including draft outline of the policy and strategy Workshop organized presenting situation of social protection in Guinea Bissau and possible scenarios of development. Workshop report | Mid-December 2022 |
| 4) Review of critical conditions for success, including providing a methodology for the costing of the policy/strategy and financing modalities | Draft policy and strategy costed and financing mechanisms presented | February 2023 |
| 5) Development of policy and strategy documents | Presentation of Draft Policy and Strategy Documents | Mars 2023 |
| 6) Workshop for the presentation of draft policy and strategy to stakeholders | Workshop organized and workshop report available | April 2023 |
| 7) Finalisation of strategy and policy documents | Final Draft documents submitted | End May 2023 |
| Consulting fee estimate | | |
| Minimum qualifications required: | | Knowledge/Expertise/Skills required: |
| <input type="checkbox"/> Bachelors <input checked="" type="checkbox"/> Masters <input checked="" type="checkbox"/> PhD <input type="checkbox"/> Other | | <p>A university degree (Minimum Masters) in Social Sciences, Economics, particularly in fields relevant to consulting. Holding a PhD would be a considerable advantage.</p> <p>Experience and qualifications</p> <ul style="list-style-type: none"> ✓ Have at least 5 years of experience in the field of social protection. ✓ Have a proven knowledge of the field of social protection and at least five (5) years of experience in strategic planning, monitoring, and evaluation of social protection programs. ✓ Have proven expertise in strategic planning based on gender, equity, results and human rights. ✓ Have proven expertise in strategic planning based on gender, equity, results and human rights. ✓ Have good oral and written communication skills in Portuguese and French/English, teamwork, and facilitation of participatory processes. ✓ Have at least recent experience in developing national policies or strategies for social protection or similar benefits. <p>Languages</p> <p>Excellent ability to communicate in Portuguese. However, fluency in English or French is a plus.</p> |