

<p>Title: National Consultant to Development of National Social Protection Policy and Social Protection Strategy</p>	<p>Funding Code: Social Inclusion Programme</p>	<p>Type of engagement :</p> <p><input checked="" type="checkbox"/> National 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 a national consultant to support the development of a National Social Protection Policy as well as the National Social Protection Strategy to support its implementation.

1

2. Objective of the assignment/Output of the Consultancy

This consultancy aims to support the design and adoption of national social protection policy and strategy that will support Guinea-Bissau’s coordinated response to poverty and vulnerability, thus contributing to poverty reduction efforts. The national consultant will support the international consultant in various elements of the consultation and drafting process of the National Social Protection Policy (NSPP) and the National Social Protection Strategy (NSPS) for 2024-2028 and identify the institutions that should be engaged in the conceptualization, validation and implementation of social protection Policy and Strategy.

Funding from the SDG pool is being used as catalytic funding to support the development of a national social protection system with the exacerbation of poverty and vulnerabilities of families with the onset of the COVID-19 pandemic and under the auspices of the Ministry of Women, Family and Social Solidarity in collaboration with UNICEF, WFP and UNFPA. This effort will focus initially on: (i) to support the Government of Guinea-Bissau on the policy level with 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 non-contributory emergency social protection scheme.

The national consultant will work alongside with an international consultant to develop a National Social Protection Policy (NSPP) including the National Social Protection Strategy document (NSPS) for the period 2024-2028. Specifically, the national consultant will:

- a. Collect relevant documentation for the development of the National Social Protection Policy and Strategy of Guinea Bissau as reflected in the constitution of Republic 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
- b. Undertake a desk review of documents and use to develop the first draft of the revision of existing diagnostic study on social protection
- c. Undertake a mapping exercise of all stakeholders involved in the social protection field in Guinea Bissau and develop a matrix of all social protection interventions in country, including information about target groups, information systems, available funding, location of beneficiaries, functioning.
- d. Contribute to the analysis of strengths, opportunities and gaps in existing national policies and strategies through social protection programmes.
- e. Set up meetings for the international consultant with relevant government officials, local authorities, civil society organizations, community leaders, development partners and other stakeholders for all required consultations
- f. Lead the organization of consultation workshops at national and regional level with key stakeholders, to agree on an outline as well as components of the National Social Protection Policy and Strategy,
- g. Facilitate the work of the international consultant in all the processes of the development of the National Social Protection Policy and Strategy and in the design of coherent social protection services management, monitoring and evaluation systems, including social accountability systems.

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 and equity, 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 integration and consideration of all stakeholders in the social protection sector. 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 implementation of the NSPP and NSPS 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 who are mainly 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. 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, the elderly, the homeless, especially vulnerable groups such as persons living with HIV, 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 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 results-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, 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 the best 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) data on the benefits, 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.

5. Methodology

The policy and strategy formulation process will draw upon three activities within the methodology, notably: (i) **Desk review** that identifies best practice and updates the existing diagnostic study on social protection; (ii) **Consultations, Key-informant interviews and Focus Group discussions** to glean multiple perspectives in 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 upon the completion of deliverables according to the schedule highlighted in the table below and upon approval by UNICEF.

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 Planning, Monitoring and Evaluation Specialist. The consultant will work collaboratively with the international consultant developing the NSPP and NSPS, and 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		
Overview of assignment of tasks and activities		
Tasks/sub-activities:	Deliverables	Period
1) Support in the preparation of an inception report on how the design and validation process for the national social policy and strategy	Inception report prepared	September 2022
2) Collect relevant documentation for the development of the National Social Protection Policy and Strategy of Guinea Bissau as reflected in the constitution of Republic 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 and all other relevant policies and strategies linked relevant to the development of a social protection system	List of policy, strategy, programme and project documentation obtained with relevance to social protection schemes for vulnerable groups from national authorities, CSOs and international development partners	Mid-November 2022
3) Undertake a desk review of documents, including identification of gaps and possible opportunities in social protection.	Desk review of policy documents highlighting information gaps and opportunities in social protection	
4) Undertake a mapping exercise of all stakeholders involved in the social protection field in Guinea Bissau and develop a matrix of all social protection interventions in country, including information about target groups, information systems, available funding, location of beneficiaries, functioning.	Mapping and matrix of current social protection programmes in Guinea Bissau	
5) Contribute to the analysis of strengths, opportunities and gaps in existing national policies and strategies through social protection programmes		
6) Set up meetings for the international consultant with relevant government officials, local authorities, civil society organizations, community leaders, development partners and other stakeholders for all required consultations	<ul style="list-style-type: none"> List of key stakeholders consulted. Presentations for the workshop to set the scene on Social Protection Workshop report 	December 2022
7) Organise a workshop to present the elements of a social protection system, situation in Guinea Bissau and potential nature of the policy and strategy		
8) On the basis of the proposed policy options and the methodology provided by the international consultant, cost the draft policy options and identify financing for the policy and strategy	Draft costed strategy document around the policy provisions	End February 2023
9) Organisation of a review and validation workshop of the draft document	Draft Policy Document Draft Strategy document Workshop report	April 2023
10) Finalization of policy and strategy documents following validation workshop	Final Draft Policy Document, Strategy document	
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 at least 5 years of experience in the field of social protection. 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. Proven expertise in strategic planning based on gender, equity, results and rights. Proven expertise in strategic planning based on gender, equity, results and rights. Good oral and written communication skills in Portuguese and English, teamwork, and facilitation of participatory processes. Recent experience in developing national policies or strategies for social protection or similar benefits.</p> <p>Languages Excellent ability to communicate in Portuguese. However, fluency in English or French is a plus.</p>	