



TERMS OF REFERENCE FOR SERVICE CONTRACTING

1. Terms of Reference:

Developing a transition model between non-contributory social assistance and work-related contributory social insurance systems

2. General background

“Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians”, is a joint program between the ILO and UNICEF that is funded by the EU programme MADAD.

This ILO-UNICEF Joint Programme serves to support the implementation of the Jordanian National Social Protection Strategy (2019-2025). In addition, the project aims to support the GoJ in achieving a sustainable social protection system by supporting government institutions in building evidence towards enhanced evidence-based policymaking.

The project serves to achieve three outcomes:

- Outcome 1: Enhanced coordination, integrated planning, and monitoring for government-wide efforts in the social protection and employment sector
- Outcome 2: Strengthened national systems/mechanisms to enhance access to the labour market, decent work, and employment-based social protection schemes
- Outcome 3: Vulnerable Jordanians and Syrians transition from cash assistance to sustainable jobs

3. Background of the assignment

COVID-19 has demonstrated the importance of different sub-components of the Social Protection system to operate in synergy and coordination, rather than in isolation. Improved coordination does not only mean data sharing but also ensuring that there are the right incentives for households and individuals who are on social assistance and can work to seek labour market opportunities without losing eligibility to the social assistance and also provide incentives and facilitate the transition from social assistance into employment and other forms of employment-related social insurance.

Like most countries, the SP system of Jordan combines contributory social insurance programs with non-contributory Social Assistance programs. Because of a combination of labour market issues and social protection design problems and the lack of coordination/integration between programs, selection criteria tend to cause different types of disincentives for graduating SA programmes or joining the labour market. As such, the current Social Protection system in Jordan is not geared to facilitate the transition from social assistance to other forms of employment-related social protection, for several reasons including:

- **Disincentives for NAF and emergency cash transfer beneficiaries to engage in formal employment.** For example, NAF disqualifies beneficiary who join the SSC and further, when one person of the household declares that he/she is working in the formal sector, this impacts



on the entire household's eligibility. As a result, households who receive benefits from NAF know this and hence have little incentive to seek formal employment.

- **Delay in the implementation of NAF guidelines on training and employment** which also do not take into account the post COVID-19 context and new social security regulatory developments.
- **Limited reassurance for families who may 'graduate out' of social assistance** and may experience fluctuations in income in the future, that they will be able to fall back on cash assistance given access barriers
- **Lack of clarity regarding the incentives needed to ensure workers and their employers in the informal economy are willing to join the SSC.** The affordability and relevance of the current design of social insurance schemes may not be suitable to informal workers and beneficiaries of cash assistance. Furthermore, administration and information barriers to the eligibility and functioning of the social security system hinder workers,' and employers' understanding about social insurance

COVID-19 resulted in a growing realisation within both NAF and the SSC about the need to better link the Social Assistance and Social Insurance systems, and increased imperatives to invest in 'responsible graduation models' which pave the way for the transition from cash assistance into employment in a way that allows continuity of protection through different social protection instruments. As such, the ILO aims to capitalise on this changing context by **developing a generic model for supporting transition and incentive compatibility between social assistance to employment-related social insurance in the region** and **provide concrete recommendations for increased incentive alignment in Jordan.**

Against the above background, in November 2021, the International Policy Centre for inclusive Growth (IPC-IG) and ILO ROAS partnered to (i) develop a transition model between non-contributory social assistance and work-related contributory social insurance systems ("regional model"), and (ii) support the development of a practical application of the framework/model for Jordan with actionable recommendations that take into account the key design, administrative, financial, and operational features of the SA and SI systems of Jordan ("national model").

The following activities were completed over the course of the project by the IPC-IG team with support from ILO (including a local consultant):

- **Phase 1 – Inception:**
 - Inception Report detailing project workplan
 - List of required documents for national assessment
 - ToR for local consultant (to conduct national assessment)
- **Phase 2 – Regional Model:**
 - Workshop with stakeholders in Jordan to present project and first findings of Regional Model
 - Workshop with experts on the topic and region to present and discuss Regional Model
 - Regional Model for Alignment and Coordination between SA and SI, based on review of international best practices



- **Phase 3 – National Model:**

- Meetings with national stakeholders to fill on data gaps
- Regulatory Frameworks Analysis in Jordan (Incentive compatibility)
- Quantitative and qualitative data collection with social assistance (government and humanitarian) beneficiaries and informal workers to understand barriers to transition
- National assessment based on Regulatory Frameworks Analysis and quantitative and qualitative data (using regional model as conceptual framework) with concrete recommendations for increased incentive alignment and better transitioning between social assistance and social insurance in Jordan
- Meetings with national stakeholders to present first version of national assessment

4. Objective and Scope of the assignment

The objective of the consultancy is **to finalise both the regional and the national model** as described further below. It is expected that these activities will increase the government uptake of the recommendations of the reports.

The consultant should be based in Amman to accomplish the requested deliverables.

5. Key Activities and methodology

To finalise the regional and the national model, the consultant will complete the following tasks:

Regional Model:

1. Finalise the regional model by incorporating stakeholders' comments on the draft as well as adding a section on recommendations related to specific groups, i.e. vulnerable youth, PwD, women and refugees
2. Prepare a One Pager Summary of the regional model

National Model:

3. Discuss the national model with national stakeholders, especially NAF and SSC (3 meetings max., ILO will support organizing the meetings if needed)
4. Update the national model based on feedback from national stakeholders, especially NAF and SSC
5. Develop the presentation of the national model to a high-level stakeholder group to identify recommendations that can be easily implemented, i.e. "low-hanging fruits" (3 meetings max., ILO will support organizing the meetings if needed)
6. Based on high-level stakeholders' feedback, prepare a write-up of the recommendations
7. Prepare a One Pager Summary of the national model



6. Deliverables and Deadlines

Time frame: 3 months

Below are the proposed deadlines distributed by task, the expected starting date is on 22 January:

Deliverables	Duration	Number of working days	Rate (JOD) per day
Deliverable 1. Updated Regional Model for Alignment and Coordination between SA and SI, based on review of international best practices and One Pager	1 month from signing the contract		
Deliverable 2. Write up of policy recommendations for the national model based on stakeholders' feedback	2 months from signing the contract		
Deliverable 3. Updated National Assessment with concrete recommendations for increased incentive alignment and better transitioning between social assistance and social insurance in Jordan and One Pager	3 months from signing the contract		

7. Profile of the consultant and desired qualifications

The consultant should have at least a master's degree in social protection, public policy, development studies, economics, or a related field, and at least four years of experience in managing research projects and similar assignments

The consultant should have a good understanding of the regulatory framework of Social Assistance, Social Insurance, and emergency cash assistance (NAF, SSC, UNCHR, WFP).

The consultant should be based in Amman to accomplish the requested deliverables.

Further, the following qualifications are required from the Jordanian consultant:

- Excellent analytical, report writing, and communication skills in English and Arabic.
- Excellent interpersonal communication skills.



- Proven ability to work within limited time constraints in the preparation of high-quality documents.
- Fluency in English language (reading/speaking/writing).

8. Contract Management and Performance Reviews

Ongoing performance review, strategic direction, key deliverables, and progress discussions will take place with ILO.