

TERMS OF REFERENCE – PART A

1 BACKGROUND INFORMATION

Since late 2000, Jordan has been affected by a series of successive external shocks that have destabilized its economy and jeopardized its social stability. These include the world financial crisis of 2007/2008, the “Syrian refugee crisis” which began in 2011/2012, the discontinuation of traditional trade relations with neighbouring Syria and Iraq, the COVID-19 pandemic in 2020/2021, and the 2022 outbreak of the Russian war of aggression against Ukraine. Such shocks have hindered economic growth (GDP growth plummeting from 8.6 percent in 2008 to 2.2 percent in 2021), impeded international and local investments, hampered job creation, increased unemployment (from 13% of the labour force in 2005 to 23% in 2021) and poverty amongst Jordanians (from 14.4% of the population in 2010 to 15.7% in 2018)¹, and deepened inequalities. Poverty rates also remain very high among UNHCR-registered Syrian refugees (at about 78% in 2019), who represent a population of about 653,292² persons today, though the total number of Syrians living in Jordan is estimated to be closer to 1.36 million. The Russian war of aggression in particular has led to an increase in global commodity prices and a rise in inflation, including in Jordan, which has further affected Jordan’s already difficult socioeconomic context. Finally, the recent resurgence of hostilities in neighbouring Israel/Palestine in October 2023 still further complicates this scenario and has increased social unrest in Jordan; but the full impact of the war on Jordan and the wider consequences for the region remain difficult to predict at this time.

In light of these many challenges, the demands on Jordan’s social protection system are great, and especially for vulnerable groups including children, at-risk youth, women, the elderly, and persons with disabilities. It is estimated that, during 2021, over one in three residents of the Kingdom (34.1%) were covered by national social protection mechanisms, reaching as high as 45.2% of Jordanians and 9.2% of non-Jordanians.³ This includes direct and indirect recipients of national cash and in-kind support programmes, as well as individuals insured through contributory social protection mechanisms.

Therefore, considering the increasing gaps in social needs, the overall poverty-related risks, and the limited resources and institutional capacities on the part of the Government, the sector is under immense pressure. It urgently needs to improve its inter-institutional governance and co-ordination mechanisms, enhance its institutional capacities, and upgrade the quality of its service delivery in a context of limited means.

In 2019, Jordan launched the **National Social Protection Strategy (NSPS) 2019-2025**, which aims to break the intergenerational cycle of poverty and to provide a “Social Protection Floor”. The vision behind the strategy is that “all Jordanians may aspire to a dignified living, decent work opportunities and empowering social services”. The NSPS is built around three main pillars: (1) *Opportunity* – with programs and interventions related to Decent Work and social security, (2) *Dignity* – with programs and interventions related to cash and in-kind social assistance and (3) *Empowerment* or “Tamkeen” – with programs and interventions related to education, health care, health insurance and social care services. The Strategy is based on a comprehensive multi-sectoral approach with joint institutional commitment of all social protection stakeholders. This commitment entails increasing transparency and accountability vis-à-vis all Jordanian citizens, with a focus on the most disadvantaged categories. It is to be noted that refugees are not explicitly targeted by the current version of the NSPS, but do have de facto access to basic social services. Many are also supported through humanitarian response programmes implemented by UN agencies, which include cash transfers among other support.

¹UNICEF, *Geographic Multidimensional Vulnerability Analysis – Jordan*, 2020, <https://www.unicef.org/jordan/Geographic-Multidimensional-Vulnerability-Analysis>

² September 2023

³ Jordan Department of Statistics & ILO, *Bulletin of Social Protection Indicators in Jordan (2020-2021), Draft 2023*.

Current EU programmatic support

The EU has been a long-standing partner in Jordan in the social protection sector, in line with the EU-Jordan Partnership Priorities⁴, through both bilateral and EU Trust Fund (EUTF) Madad⁵ programmes. **Social protection is explicitly mentioned as a priority area** under Priority 3 (Support to Human Development) of the Multi-Annual Indicative Programme for Jordan 2021-2027.⁶

As of mid-2023, the EU was providing over 100 million EUR to the sector, across five substantial programmes, with a new programme due to be signed in 2024. Historically, funding has derived from two separate funding streams – the “bilateral” stream focusing primarily on vulnerable Jordanians and the “refugee response” stream (previously EU Trust Fund Madad) targeting refugees and vulnerable host communities. While refugee activities primarily concentrate on Syrian refugees given their important presence in Jordan, the EU adopts a “one refugee approach” in its work to consider all refugees. A recurring theme of the EU’s dialogue with authorities in Jordan is the need to better align Jordanian and refugee responses in the social protection sector.

One significant ongoing programme is the **EU Support to the Social Inclusion and Empowerment of Vulnerable Jordanians Programme** (ENI/2020/042-604) worth EUR 24 million, which was signed in December 2021. The programme is a sector budget support programme – the first for the sector – aimed at supporting the Ministry of Social Development (MoSD), Ministry of Labour (MoL) and Ministry of Health (MoH) in the implementation of the National Social Protection Strategy (2019-2025). The programme’s overall objective is to improve and modernise the quality and performance of the social protection system in Jordan in order to develop an equitable and inclusive society in compliance with NSPS priority areas.

In addition to a sizeable budget support component, complementary support is included under this programme, consisting of two grants (one focused on economic empowerment to enhance self-reliance and the other on support for the implementation of the De-Institutionalisation Agenda), as well as technical assistance to support the Ministry of Social Development in its mandate on the NSPS strategy (still to be contracted).

The EU is also providing further support to the social protection sector under the framework of an EU Trust Fund Madad project, called **“Towards an inclusive national social protection system and accelerating decent job opportunities for Syrians and vulnerable Jordanians”** (TF Madad/2020/T04.235). The programme was launched in October 2020, in partnership with ILO and UNICEF, and has an EU contribution of EUR 14 Million; it also seeks to support the operationalisation and implementation of the Jordanian National Social Protection Strategy, but with a special focus on Syrian refugees.

A significant part of the work being carried out under this programme seeks to support institutional strengthening at the MoSD, to support their role as focal point for all activities related to the NSPS. As most programmes under the NSPS are by nature inter-sectoral and require coordination across ministries to avoid thematic and geographical overlaps, it is crucial to harmonize implementation procedures and to coordinate the effective and efficient use of available funds from the national budget and development partners. The Madad project was instrumental in supporting the set-up of an Implementation Support Unit to oversee the implementation of the NSPS Strategy, and is also seeking to establish a robust Monitoring & Evaluation system. The project has just begun updating/preparing the next phase of the NSPS (for the period 2025-2030), and is conducting other TA activities including a public expenditure review of the social sector as well as awareness raising activities on social rights.

Notably, the EUTF project also includes - in cooperation with MoSD and MoL - a ‘graduation pilot’ that aims to transition a total of 2500 Syrian refugees and vulnerable Jordanians from cash assistance into economic independence. ILO and UNICEF (with other relevant actors like UNHCR) are seeking

⁴ <https://data.consilium.europa.eu/doc/document/ST-3304-2022-ADD-1/en/pdf>

⁵ https://trustfund-syria-region.ec.europa.eu/index_en

⁶ https://neighbourhood-enlargement.ec.europa.eu/system/files/2022-09/C_2022_3821_F1_ANNEX_EN_V2_PI_1910469.PDF

to develop and implement a transition strategy that capacitates beneficiaries, based on their specific vulnerabilities, to find job opportunities and become self-reliant.

The “**EU Support to Social Protection Programme**” (ENI/2017/40503), which ended in June 2023, was another programme dedicated to supporting and further developing Jordan’s social protection system. Amounting to 23.65 million EUR, and implemented by UNOPS, Northern Ireland Cooperation (NI-CO), and Expertise France, the programme had three main components. Under the first – essentially the “hardware” component – UNOPS focused on rehabilitating and modernising the physical infrastructure of 105 MoSD care centres and field directorate offices, and also developed a Management Information System to automate MoSD processes and facilitate the tracking of service delivery. Under the second component, NI-CO took the lead in enhancing the governance of the MoSD and supporting the professionalization of social workers in Jordan. Significant work was also done to support the implementation of Jordan’s **De-Institutionalisation Agenda**, which seeks to transition persons with disabilities out of social care centres and back into a home setting, thereby ensuring their inclusion in the local community. Finally, the third component implemented by Expertise France, sought to strengthen the capacities and the roles of Civil Society Organisations/Charities as actors in the social protection sector and support their contributions to improving the quality of life for disadvantaged and vulnerable groups.

Alongside other partners, the EU contributes to funding for the **UNICEF-supported “Makani” centres** that provide alternatives to out-of-school youth as well as support programmes for vulnerable refugee and host populations (e.g. psycho-social support, after-school programmes, remedial education, social services, etc.). The Ministry of Education (MoE) has indicated that it considers the Makani centres to be a provision of social protection and thus has pushed to transition them from the MoE to the responsibility of the MoSD. Linkages with the implementation of the National Social Protection Strategy therefore need to be developed with a long-term view to integrating the concept of Makani centres (and indeed other centres that cater to vulnerable populations, e.g. Oasis centres supported by UN-Women and run by MoSD, which offers psycho-social support, legal aid and economic empowerment activities for women, including refugees) into the national response strategy.

Up until July 2023, under the “**Providing Social Protection Assistance for Refugees in Jordan**” (TF Madad/2020/T04.235, EUR 45 Million), the EU provided direct cash assistance through UNHCR to refugees, and provided support for financial inclusion through mobile wallets and financial literacy training. The project also intended to increase the economic self-reliance and access to labour market opportunities for refugees with referrals to the ILO-UNICEF graduation component (see above).

Finally, in October 2023, a new “**EU Support to Social Inclusion in Jordan under the Syria Response**” programme was adopted. Although specific implementation contracts remain to be signed under this action, the programme will work towards developing stronger self-reliance for refugees and vulnerable host communities, in order to transition away from direct cash assistance and look to more sustainable long-term solutions. (Though in the short-term, in recognition of the reality that not all individuals will be able to graduate out of social welfare and/or cash assistance due to compounded vulnerabilities, it will continue to provide support to cash assistance to the most vulnerable among the Syrian refugee population in Jordan.) The new programme will also seek to build capacity for the transition of responsibilities from UN partners to the Ministry of Social Development for “Makani” and “Oasis” type programmes, so that these can be integrated into the national social protection framework (see above). Particular focus will also be given on how to better align refugee and bilateral approaches under Jordan’s national social protection system.

2 OBJECTIVE, PURPOSE & EXPECTED RESULTS

➤ Global objective

The purpose of this assignment is to assist the EU delegation in Jordan in scoping, identifying and formulating a future gender-responsive programme in the social protection sector, in the framework of the bilateral Multi-Annual Indicative Programme (MIP), under the Neighbourhood, Development and Cooperation Instrument (NDICI).

Looking ahead, the EU intends to design a new gender-responsive social protection programme (drawing from the bilateral funding stream) to be adopted in 2024. The new programme will need to be coherent and complementary to ongoing/upcoming programmes, but also build on the work previously done in the sector. For instance, issues such as professionalization of social work, de-institutionalisation, working with civil society to fill social protection gaps, etc. would be areas of possible interest. The issue of economic empowerment or supporting vulnerable Jordanians and refugees to “graduate” from cash assistance to sustainable livelihoods is also an area of particular interest. This however would not preclude the EU from also examining new areas of intervention if such gaps and needs are identified.

➤ Specific objective(s)⁷

The specific objectives for the assignment include:

- To contribute to improved understanding of opportunities and gaps in the provision of donor support to vulnerable Jordanians in the social protection sector, as well as identify possible areas for closer alignment between national and refugee-response social protection programmes;
- To reflect on the EU’s ongoing and recently ended programmes in the sector, and identify synergies and complementarities with interventions by other EU Member States, International Donors, UN agencies, civil society initiatives, etc.
- To identify areas to further strengthen Jordan’s social protection systems (spanning social insurance, social assistance, social services, and active labour market policies), under the umbrella of Jordan’s National Social Protection Strategy, with a particular focus on women and girls.
- To outline opportunities for EU added-value in terms of strengthening Jordan’s social protection system and improved access to quality, gender-responsive and rights-based social services.

➤ Requested services, including suggested methodology⁸

The assignment foresees two separate phases: 1) **a scoping phase** and 2) **an identification and formulation phase**. This will require a minimum of two separate missions (at least one corresponding to each phase) to allow for an initial scoping and a later support to identification/formulation. (The precise timing for both missions is to be agreed with the EU Delegation to Jordan).

The Contractor shall propose a detailed methodology, which should however include as a minimum the following (non-exhaustive list):

- (Complementary) comprehensive mapping of ongoing/scheduled partner interventions in the field of social protection (at all levels)⁹; it should primarily focus on interventions targeting vulnerable Jordanians, but also consider actions that could feasibly be aligned to refugee responses;
- Succinct context and problem analysis, taking stock of available sector strategies, recent reports and latest data. Due consideration should also be given to Jordan’s national

⁷ The global and specific objectives shall clarify that all EU funded actions must promote the cross-cutting objectives of the EC: environment and climate change, rights based approach, persons with disability, indigenous peoples and gender equality.

⁸ Contractors should describe how the action will contribute to the all cross cutting issues mentioned above and notably to the gender equality and the empowerment of women. This will include the communication action messages, materials and management structures.

⁹ It will likely be possible to build on a mapping that was previously done as part of a scoping mission for the sector in 2023, or a mapping that is currently being carried out in the context of the donor coordination group. In both these cases, it would then only be necessary to complement or update existing materials in order to avoid duplicating work.

Economic Modernization Vision and Public Sector Reform Plan. Information in the available strategic documents should be triangulated with structured interviews and/or focus group discussions;

- Gap analysis for the social protection sector, with particular focus on inclusivity, gender-responsiveness, access and quality on the one hand and evidence-based policy dialogue on the other (incl. e.g. the engagement of CSO/CBO etc.);
- Description of options/scenarios for future support (incl. possible partnerships at different levels) with a clear outline as to the EU's added value in the proposed areas; potential alignment to and synergies with other EU interventions¹⁰ should also be provided;
- Specifically in the 2nd stage of the assignment, the Contractor is expected to provide further inputs to develop selected options/scenarios into well-designed gender-responsive programmes (e.g. support to design of logical frameworks, description of indicators, mapping of possible implementation modalities/partners etc.);
- As needs may vary – notably given ongoing regional events in late 2023 – recommendations for targeted support to specific groups, communities, or geographical areas may be considered.

➤ Required outputs

- The main deliverable for the first phase will be a **Scoping Study Report** (20 pages max excluding annexes) that sets out the possible areas of intervention as strategic options and considerations for the EU in making further identification and formulation decisions. It will include the above-mentioned mapping, context, and problem and gap analysis. The proposed options will need to take into account national and sectoral strategies and plans, other donor interventions, and the EU's recent/ongoing interventions in the sector.
- The main deliverable for the second phase will be a **Project Design Report** that proposes a full gender-responsive project design (building on the first phase and based on further inputs from the EU Delegation with regards to precise scope and template), including proposed implementation modality, logical framework, related indicators, and budget.
- A **Final Report** outlining work done during the missions and a fine-tuned project design. Depending on project design and the request from the EUD, additional annexes may be requested including: 1) A proposed indicators matrix (if the modality selected includes a budget support component); 2) Draft terms of reference for possible technical assistance that will accompany the action (if the action foresees this); 3) Guidelines for a possible Call for Proposals (if the action foresees this).
- In close consultation with the EU Delegation, two validation workshops will be organised with selected stakeholders (eg line Ministries, EU MS, other partners – bilateral donors, UN, etc.) during each phase to seek validation on the proposed approach/proposal.
- Throughout the assignment, and in particular during in-country missions, it is expected that the Contractor will remain in close contact with the relevant programme manager, and provide succinct and regular updates via email (e.g. on a weekly basis) updating on the work done and consultations held.

➤ Language of the Specific Contract

The language of this contract will be English.

➤ Management team member presence required or not for briefing and/or debriefing

Presence of management team members during briefing and debriefing is optional (costs related to their presence are not eligible); remote/hybrid participation can be facilitated.

¹⁰ Especially the recently ended “EU Support to Social Protection Programme” and the ongoing “EU Support to the Social Inclusion and Empowerment of Vulnerable Jordanians Programme” (sector Budget Support programme).

3 LOGISTICS AND TIMING

Please refer to Part B of the Terms of Reference.

4 REQUIREMENTS

Please refer to Part B of the Terms of Reference.

5 REPORTS

The deliverables should be delivered in electronic format (both word and pdf formats), in font Times New Roman pt 12.

Please refer to Part B of the Terms of Reference.

6 MONITORING AND EVALUATION

Definition of indicators:

- Quality of options/scenarios developed;
- Comprehensiveness of the mapping/consultations conducted;
- Relevance of scenarios suggested with the overarching EU priorities for Jordan;
- Quality of final documents/deliverables, which take into account continuous feedback received from EUD Jordan.

7 PRACTICAL INFORMATION

Please address any request for clarification and other communication to the following address: DELEGATION-JORDAN-CRIS-FWC-OFFERS@eeas.europa.eu.

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TERMS OF REFERENCE – PART B

BACKGROUND INFORMATION

1. Benefitting Zone

Neighbourhood / South

2. Contracting authority

The European Union, represented by the European Commission, B-1049 Brussels, Belgium.

3. Contract language

English

LOCATION AND DURATION

4. Location

- Normal place of posting of the specific assignment: Amman, Jordan
- Mission(s) outside the normal place of posting and duration(s): Missions outside of Amman (maximum 10 mission days for the team) may be proposed by the contractor as part of the Methodology.

5. Start date and period of implementation

The indicative start date is 01/01/2024 and the period of implementation of the contract will be 6 Month(s) from this date (indicative end date: 01/07/2024).

REQUIREMENTS

6. Expertise

The minimum requirements covered by the team of experts as a whole are detailed below:

- Qualifications and skills required for the team: University degree (minimum master's degree for team leader) in a subject relevant to the assignment (e.g. economics, social sciences, development studies etc.)
- General professional experience of the team: Minimum 6 years relevant general professional experience for all team members
- Specific professional experience of the team: - Proven experience in design and/or implementation of social protection programmes. - Proven knowledge of EU financial procedures and EU project cycle management. - Proven experience in the design and/or implementation of EU budget support programmes. - Proven experience with mapping or scoping exercises, as well as stakeholder consultations. - Experience in Jordan or the MENA region is a strong asset. - Experience in designing gender-responsive or gender-targeted programmes is a strong asset. - Experience of social protection in refugee contexts is a strong

asset. - Experience in designing or implementing programmes that target vulnerable groups or inequality is a plus. - Experience in working with CSOs in the social protection sector is a plus. - Team Leader should have prior experience leading a team in a scoping/identification/formulation of EU-funded projects. - Ability to draft well-written reports, rapidly and concisely is essential.

- Language skills of the team: At least one member of the team should be fully fluent in Arabic (verbal and written).

Additional expertise requirements for the team composition:

Position	Expert category	Minimum requirements	Minimum number of working days	Additional information
Expert	Cat. II (>6 years of experience)		38	
Expert	Cat. II (>6 years of experience)		38	

7. Incidental expenditure

No incidental expenditure provided for in this contract.

8. Lump sums

No lump sums provided for in this contract.

9. Expenditure verification

No expenditure verification report is required.

10. Other items defined by Contracting Authority

1 - In-Country Validation Workshops with Stakeholders

Minimum quantity (if applicable): 2

2 - Interpretation Services

Minimum quantity (if applicable): 1

3 - Local Travel (Transportation and Per Diems)

Minimum quantity (if applicable): 4

REPORTS AND DELIVERABLES

11. Reports and deliverables requirements

Title	Content	Language	Submission timing or deadline
Scoping Study Report	Scoping study report (20 pages max excluding annexes)	English	Within 4 Week(s) After the project start

Title	Content	Language	Submission timing or deadline
	<p>that sets out the possible areas of intervention as strategic options and considerations for the EU in making further identification and formulation decisions. The report should include a comprehensive mapping of ongoing/ scheduled partner interventions in the field of social protection, context, and problem and gap analysis.</p>		
Project Design Report	<p>The project design report will propose a full gender-responsive project design (building on the Scoping Phase and based on further inputs from the EU Delegation with regards to precise scope and template), including proposed implementation modality, logical framework, related indicators, and budget.</p>	English	<p>Within 8 Week(s) After the project start</p>
Final report	<p>A full report outlining work done during the missions and a fine-tuned project design. Depending on project design and the request from the EUD, additional annexes may be requested including:</p> <ol style="list-style-type: none"> 1) A proposed indicators matrix (if the modality selected 	English	<p>Within 12 Week(s) After the project start</p>

Title	Content	Language	Submission timing or deadline
	<p>includes a budget support component);</p> <p>2) Draft terms of reference for possible technical assistance that will accompany the action (if the action foresees this);</p> <p>3) Guidelines for a possible Call for Proposals (if the action foresees this).</p>		