TERMS OF REFERENCE FOR THE EVALUATION OF PEACEBUILDING FUND PROJECT IRF 00119246 SUPPORT MECHANISMS TO PREVENT AND MANAGE CONFLICT DURING ELECTIONS[1]

A. BACKGROUND AND CONTEXT

Somalia is emerging from decades of conflict and the organization of the country's first 'one person, one vote' elections (now expected to be in 2024) is a tremendous paradigm shift. UN electoral assistance to Somalia is in accordance with the decisions of the United Nations General Assembly and the Security Council and the mandate of the United Nations Assistance Mission in Somalia (UNSOM). UN Security Council Resolution 2461 underscored "the importance of UNSOM's political and technical support, as well as operational and logistical support, in collaboration with UNSOS, to the Federal Government of Somalia for the delivery of inclusive, peaceful, free and fair one-person-one-vote elections in 2020/2021, in particular support to the NIEC at national and sub-national levels to fulfil its constitutional mandate, in line with its Strategic Plan for 2017–2021". Somalia has committed itself to a number of international and regional treaties with key human rights standards, including those in reference to genuine universal suffrage elections and the citizen's right to be elected by secret ballot, guaranteeing the free expression of the will of the electors.

The project contributes to the UN Somalia Strategic Framework Priority 1: Deepening federalism and state-building, supporting conflict resolution and reconciliation, and preparing for universal elections. Outcome 1.3: Preparations for 2020/2021 universal elections are completed. The project supports Sustainable Development Goal (SDG) 16: "promotion of peaceful and inclusive societies for sustainable development, provision of access to justice for all, and build effective, accountable, and inclusive institutions at all levels".
SDG 16 – target 6: "Development of effective, accountable and transparent institutions at all levels"
SDG 16 – target 7: "Assurance of responsive, inclusive, participatory and representative decision-making at all levels".

Initially, the constitutionally mandated National Independent Electoral Commission (NIEC) was to conduct the elections. In early 2020 the chair of the NIEC presented a timeline for one-person-one-vote elections which did not receive endorsement from national stakeholders. This led to disagreements and disputes until 17 September when there was agreement by the National Consultative Council (NCC), on an indirect elections model. In general terms the agreement provided for the members state parliaments to elect the members for the Upper House, and for colleges of 101 delegates to elect the 275 members of the House of the People. But this Agreement failed due to further political disagreements and disputes; refer to more information on the why this agreement failed[2]. After considerable national and international pressure, on 27 May 2021 the NCC agreed on the conditions and process for indirect elections that were largely based on the 17 September 2020 Agreement but with a new Prime Minister appointed to oversee the conduct of the elections with new elections committees. The process has continued to be characterized by delays caused by political disagreements among political actors about the composition of the ad hoc electoral committees appointed to conduct the elections. The process eventually got started in late July of 2021, with elections for the 54-member Upper House. Voters in this election were the federal member state parliaments. These elections concluded in mid-November 2021 and resulted in 26% women being elected. The election for the House of the People is more complex, with 275 seats, each elected by 1010 voters called delegates, selected by committees of clan elders and civil society members.
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Electoral violence remained a major concern that could drastically derail the 2021 elections. The high tempo of recent security incidents and loss of life were a constant reminder of the security challenges for the safe conduct of electoral activities. One of the main lessons about security from the 2016-17 elections was the need for better capacity to plan, coordinate and manage elections security to prevent and manage electoral violence[3]. To prevent and manage elections-related violence in 2019-2021 mechanisms were established to plan and coordinate security to prevent violence and to manage the response to violent incidents. In September 2019 the Federal Government of Somalia (FGS) established the National Electoral Security Task Force (NESTF) supported by a Secretariat which first met in December 2019. To enhance the planning and coordination capacities the PBF project equipped 12 Joint electoral Operations Centres (JOCs), a national JOC and one in each of the cities where elections were conducted. The JOCs were aligned with the named elections cities from the 17 September 2020 Agreement on elections; refer to below list.

Jubaland	SWS	HirShabelle	Galmudug	Puntland	Banadir
Kismayo	Baidoa	Jowhar	Dhuusamareeb	Garoowe	Mogadishu x2
Garbahaarey	Baraawe	Beletweyne	Galkayo	Bossaso	

In addition to coordinating a harmonized security approach, these JOCs also had an important effect of connecting the federal and state elections committees and the FGS and FMS security institutions with civil society and other electoral stakeholders, to build trust, confidence and cooperation ahead of elections.

The PBF project funded the NESTF's four meetings that were hold over 2019 and 2020, and the project provided equipment and funded operating costs for the Secretariat for the NESTF. In early 2021 the political disagreements and disputes, some of which turned to violence, meant that the 17 September Agreement was null and void[4]. UN support for elections security was paused to add to the pressure from all quarters, national and international, for the FGS and FMS leadership to agree on the elections which resulted in the 27 May 2021 Agreement. One change included in the 27 May Agreement was replacing the NESTF with a new National Elections Security Committee (NESC) chaired by the Prime Minister, with members being the federal and member state Police Commissioners, and the AMISOM and UN Police Commissioners. The project then supported the NESC meetings, the first on 13-15 September and the second on 2 October 2021, a new but small and ineffective NESC Secretariat, and resumed and completed the rollout of the remaining JOC equipment. Therefore, there have been a raft of stakeholders in this PBF project the main ones being NESTF Secretariat, NESC Secretariat, IESG, UNDP Somalia procurement and finance units, UNSOM Police Unit, AMISOM Police, and Sweden's Folke Bernadotte Academy, and the staff of the 12 Joint Operations Centres.

Project Outputs
The project will deliver against four outputs:
− Output 1. Support the NESTF and IESG. Staff and resource the NESTF Secretariat within the MOIS, and staff and resource the UN IESG Electoral Security Team within IESG to manage this project in a way which will benefit men and women within the institutions and their stakeholders.
− Output 2. Establish and Support the NJOC. Produce a Development & Capacity Building Plan (ID&CBP) to identify support requirements, including the staff and resources for the NJOC, and to train and mentor NJOC staff which also address gender differential issues related to participation, empowerment and protection

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[3] Report by Somali Electoral Security Task Force on *Lessons Learned on Security for the 2016-17 Electoral Process*
[4] https://www.aljazeera.com/news/2021/2/6/somalia-leaders-fail-to-reach-deal-on-elections

- Output 3. Establish and Support the SJOCs. Produce a Development & Capacity Building Plan (ID&CBP) to identify support requirements, including the staff and resources for the SJOCs, and to train and mentor SJOCs' staff which also address gender differential requirements.
- Output 4. Establish and Support the RJOCs. Produce a Development & Capacity Building Plan (ID&CBP) to identify support requirements, including the staff and resources for the RJOCs, and to train and mentor RJOCs' staff.

Project/Outcome Information
Project/outcome title. Support to Mechanisms to Prevent and Manage Conflict During Elections Project
Atlas ID 00118864
Corporate outcome and output. The overall outcome of the project is the delivery of a safe environment for the electoral process in 2020/2021.
Country - Somalia. Regions - Jubaland; South West State; HirShabelle; Galmudug: Puntland; Banadir Regional Administration.
Date project document signed 28 November 2019
Project dates - Start1 December 2019   Planned end 28 February 2022
Project budget - USD 2,500,000
Project expenditure at the time of evaluation [TBA closer to time TORs are to be advertised, noting request for no cost extension to 28 February 2022]
Funding source - PBF
Implementing party – UNDP.

B. PURPOSE, SCOPE AND OBJECTIVES OF THE EVALUATION

The primary purpose of this evaluation is to assess the extent to which the project achieved its strategic outcome with an added focus on whether the project interventions have reduced the risk of conflict during national elections in Somalia. The evaluation shall determine the projects overall added value to peacebuilding in Somalia, in the areas of planning, coordination and management of elections security, and of the prevention and management of electoral violence and particularly against women. The evaluation must provide concrete findings and actionable recommendations to the programme management, partners and the donor. The evaluation shall also provide key lessons learned in the project and highlight areas where the project performed less effectively than anticipated.

Objectives of the evaluation:
- Assess the relevance and appropriateness of the project in terms of: 1) addressing key drivers of conflict and the most relevant peacebuilding issues; 2) alignment with National Peacebuilding Policy and national priorities of Somalia; 3) whether the project capitalized on the UN's and AMISOM's added value in country Somalia; and 4) the degree to which the project addressed cross-cutting issues such as conflict and gender-sensitivity in Somalia;
- Assess to what extent the PBF project has made a concrete contribution to reducing a conflict factor in Somalia. With respect to PBF's contribution, the evaluation may evaluate whether the project helped advance achievement of the SDGs, and in particular SDG 16;
- Evaluate the project's efficiency, including its implementation strategy, institutional arrangements as well as its management and operational systems and value for money;
- Assess whether the support provided by the PBF has promoted the Women, Peace and Security agenda (WPS), allowed a specific focus on women's participation in peacebuilding processes, and whether it was accountable to gender equality;

- Assess whether the project has been implemented through a conflict-sensitive approach;
- Document good practices, innovations and lessons emerging from the project;
- Provide actionable recommendations for future programming.

C. SCOPE OF THE PROJECT EVALUATION
The evaluation team shall undertake the specific tasks listed below:

(i) Verify through field visit the establishment of all Joint Operations Centres in all targeted locations; National, Regional and State levels. (It is advised that national staff are on board to support this)
(ii) Evaluate the whole results chain from project indicators, outputs, outcomes, and immediate impacts with regards to activities achieved by the project.
(iii) Evaluate the project's theory of change specifically, the conceptual, technical and policy underpinnings of the project design and compare with experiences on the ground.
(iv) Evaluate the degree to which the activities contributed to achieving the project's strategic outcomes, specifically identifying the contributing factors to achievement of outputs/outcomes and contributing factors to failure to achieve outputs/outcomes. This will serve to enhance evidence-based learning to inform future programming.
(v) Evaluate project performance against its ability to achieve conflict prevention during elections and contextual peacebuilding changes in targeted areas.

A <u>shared folder</u> will be provided to the evaluator with all the relevant documents which will include but not be limited to key meeting minutes and notes, key activity reports, key security plans, current lessons learned reports, and key correspondence.

Evaluation Questions within specific OECD-DAC criteria

RELEVANCE/ COHERENCE:

- Was the project relevant in addressing conflict drivers and factors for peace identified in a conflict analysis? If there were significant contextual shifts, did the project goals and approach remain relevant?
- Was the project appropriate and strategic to the main peacebuilding goals and challenges in the country at the time of the PBF project's design? Did relevance continue throughout implementation?
- Was the project relevant to the UN's peacebuilding mandate and the SDGs, in particular SDG 16?
- Was the project relevant to the needs and priorities of the target groups/beneficiaries? Were they consulted during design and implementation of the project?
- Was the project well-timed to address a conflict factor or capitalize on a specific window of opportunity?
- Did the project's theory of change clearly articulate assumptions about why the project approach is expected to produce the desired change? Was the theory of change grounded in evidence?
- To what extent did the PBF project complement work among different entities, especially with other UN actors?
- To what degree were the project's design, implementation, monitoring and reporting aligned with that of other projects supporting Somalia's elections?
- How were stakeholders involved in the project's design and implementation?

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EFFICIENCY:
- How efficient was the overall staffing, planning and coordination within the project (including between the two implementing agencies and with stakeholders)?
- Have project funds and activities been delivered in a timely manner?
- How efficient and successful was the project's implementation approach, including procurement, number of implementing partners and other activities?
- How efficiently did the project use the project board?
- How well did the project collect and use data to monitor results? How effectively was updated data used to manage the project?
- Were there delays to project implementation? Did these delays create missed opportunities to address time-sensitive peacebuilding opportunities?
- How well did the project team communicate with implementing partners, stakeholders and project beneficiaries on its progress?
- Overall, did the PBF project provide value for money? Have resources been used efficiently?
- To what extent did the PBF project ensure synergies within different programs of UN agencies and other implementing organizations and donor with the same portfolio?

EFFECTIVENESS:
- To what extent did the PBF project achieve its intended objectives and contribute to the project's strategic vision?
- To what extent did the PBF project substantively mainstream a gender and support gender-responsive peacebuilding?
- How appropriate and clear was the PBF project's targeting strategy in terms of geographic and beneficiary targeting?

SUSTAINABILITY & OWNERSHIP:
- To what extent did the PBF project contribute to the broader strategic outcomes identified in nationally owned strategic plans, legislative agendas and policies?
- Did the intervention design include an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity etc.) to support positive changes in peacebuilding after the end of the project?
- How strong is the commitment of the Government and other stakeholders to sustaining the results of PBF support and continuing initiatives, especially in the prevention and management of electoral violence and particularly against women?
- How has the project enhanced and contributed to the development of national capacity in order to reduce the risk of conflict during national elections in Somalia ?

GENDER equality
- Did the project consider the different challenges, opportunities, constraints and capacities of women, men, girls and boys in project design (including within the conflict analysis, outcome statements and results frameworks) and implementation?
- Were the commitments made in the project proposal to gender-responsive peacebuilding, particularly with respect to the budget, realized throughout implementation?

RISK-TOLERANCE AND INNOVATION:
- Were risks adequately monitored and mitigated?
- How novel or innovative was the project approach? Can lessons be drawn to inform similar approaches elsewhere?

Disability

- Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?
- What proportion of the beneficiaries of a programme were persons with disabilities?
- What barriers did persons with disabilities face?

D. METHODOLOGY AND APPROACH

As of 11 March 2020, the World Health Organization (WHO) declared COVID-19 a global pandemic as the new coronavirus rapidly spread to all regions of the world. Travel to and in the country is constrained by a combination of COVID-19 and the ongoing conflict. If it is not possible to travel to or within the country for the evaluation then the evaluation team should develop a methodology that takes this into account the conduct of the evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and evaluation questionnaires. This should be detailed in the Inception report and agreed with the Evaluation Manager.

If all or part of the evaluation is to be carried out virtually then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/
computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation report.

The evaluation will employ a combination of both qualitative and quantitative evaluation methods including:

- The evaluation will be summative and will employ a participatory approach whereby discussions with and surveys of key stakeholders provide/ verify the substance of the findings. Proposals submitted by prospective consultants should outline a strong mixed method approach to data collection and analysis, clearly noting how various forms of evidence will be employed vis-à-vis each other to triangulate gathered information.
- Proposals should be clear on the specific role each of the various methodological approaches plays in helping to address each of the evaluation questions.
- The methodologies for data collection may include but not necessarily be limited to:
  - Desk review of key documents.
  - Key informant interviews (KIIs) and focus group discussions, as appropriate, with major stakeholders including country PBF team, officials from key stakeholders in elections security which include the NESTF Secretariat, NESC Secretariat, IESG, UNDP Somalia procurement and finance units, UNSOM Police Unit, AMISOM Police, and Sweden's Folke Bernadotte, and the staff of the 12 Joint Operations Centres. All stakeholders have men and women who were engaged or supported by the PBF project and so equal numbers of both should be interviewed.
  - Beneficiary/communities and stakeholder perception surveys to feed into outcomes.
  - Systematic review of monitoring data and internal assessments and evaluations.
  - Systematic review of existing, relevant data at the outcome or country context level.
  - Systematic review of all the relevant project documentation including project documents, annual work-plans, project coordination meeting reports and project progress reports.
  - On-site field observations/visits of the 12 Joint Operations Centres.

E. DELIVERABLES

1. **Inception Report**: The consultant evaluator will prepare an Inception Report to further refine the evaluation questions and detail the methodological approach, including data collection instruments, in

consultation with the PBF technical team. The Inception report must be approved by both the evaluation manager and the PBF prior to commencement of data collection in the field. The inception report should include the following key elements:

1. **Background and context,** illustrating the understanding of the project/ outcome to be evaluated.
2. **Evaluation objective, purpose and scope.** A clear statement of the objectives of the evaluation and the main aspects or elements of the initiative to be examined.
3. **Evaluation criteria and questions.** The criteria the evaluation will use to assess performance and rationale. The stakeholders to be met and interview questions should be included and agreed, as well as a proposed schedule for field visits.
4. **Evaluability analysis.** Illustrates the evaluability analysis based on formal (clear outputs, indicators, baselines, data) and substantive (identification of problem addressed, theory of change, results framework) approaches, and the implications for the proposed methodology.
5. **Cross-cutting issues.** Provide details of how cross-cutting issues will be evaluated, considered and analysed throughout the evaluation. The description should specify how methods for data collection and analysis will integrate **gender considerations**, ensure that data collected is disaggregated by sex and other relevant categories, and employ a diverse range of data sources and processes to ensure the inclusion of diverse stakeholders, including the most vulnerable where appropriate.
6. **Evaluation approach and methodology,** highlighting the conceptual models to be adopted, and describing the data collection methods,[5] sources and analytical approaches to be employed, including the rationale for their selection (how they will inform the evaluation) and their limitations; data-collection tools, instruments, and protocols; and discussing their reliability and validity for the evaluation and the sampling plan.
7. **Evaluation matrix,** identifying the key evaluation questions and how they will be answered through the selected methods.
8. A revised **schedule of key milestones**, deliverables and responsibilities, including the evaluation phases (data collection, data analysis and reporting).
9. Detailed **resource requirements** tied to evaluation activities and deliverables detailed in the workplan. Include specific assistance required from UNDP, such as providing arrangements for visiting particular field offices or sites
10. **Outline of the draft/ final report** as detailed in the guidelines, and ensuring quality and usability (outlined below). The agreed report outline should meet the quality standards outlined in these guidelines and the quality assessment requirements outlined in section 6 of the UNDP Evaluation Guidelines.

2. **Presentation/validation of preliminary findings** to relevant in-country stakeholders and PBF

3. **Final evaluation report:** The consultant evaluator will prepare the final evaluation report based on PBF's evaluation report template. The first draft of the final report will be shared with an Evaluation Reference Group, composed of representatives of all direct fund recipients and the PBF (at a minimum), for their comments. The final accepted version of the report will reflect ERG's comments. The Final Report must be approved by both the evaluation manager and the PBF.

Evaluation ethics
"This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information

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[5] Annex 2 in the Guidelines outlines different data collection methods.

providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners."

1. **Implementation arrangements**
A.

MANAGEMENT AND IMPLEMENTATION ARRANGEMENTS

Country Office Evaluation Management: UNDP CO management is ultimately responsible and accountable for the quality of the evaluation process and products under the leadership of the UNDP Deputy Resident Representative - Programmes (DRR-P). The DRR-P will assign an **Evaluation Manager** (UNDP M&E Specialist) who shall be responsible for engaging and debriefing the consulting team, coordinating review of reports, and ensuring compliance with UNDP/UNEG evaluation standards, ethics, and code of conduct for evaluations. The CO Management will take responsibility for the approval of the final evaluation report

The CO management will develop a management response to the evaluation within two weeks of report finalization.

Project Management: The Project Manager responsible for JROL project will support the evaluator on a daily basis with respect to providing background information and progress reports and other documentation, setting up stakeholder meetings and interviews, and coordinating with beneficiaries and key stakeholders.

Evaluation Reference Group: To ensure the independence, credibility and ownership of the evaluation, an evaluation reference group (PBF, UNDP, Ministry) will be established to help guide the process. The nomination of members will be done before the assignment commences and the group details shared. Development partners contributing the project will be requested to nominate a member each. Other members of the group will be drawn from among key stakeholders of the project.

Evaluators: There will be an independent international consultant (Team Leader), and a national consultant (Team Member). They should not have worked for UNDP or have been involved with national partners, in the design or implementation of the project. The evaluators will have the overall responsibility for the conduct of the evaluation exercise as well as quality and timely submission of reports (inception, draft, final etc). An individual consultant procurement notice on the evaluation will include information on criteria for selecting proposals. An except on the criteria is provided an annex to the ToR.

Considering the effects of the COVID-19 pandemic, virtual focus group discussions with project beneficiaries and other stakeholders will be conducted. Interviews with relevant key informants (see annexed list of relevant institutions). Observations and verifications (virtual field consultations -when/if possible- using checklist) to be conducted by local consultant with all Covid-19 and security protocols issued by the Government being observed. Furthermore, the evaluators will be expected to familiarize themselves with the United Nations Evaluation Group's standards and norms and ethics for conducting project evaluations. The evaluator will provide the Evaluation Manager with regular updates and feedback.

International Consultant Profile
Required Skills and Experience

Education:
- Master's Degree or equivalent in and Political Sciences, International Relations, Social Sciences or Strategic Studies.

Experience:
- A combination of professional training, certification and experience in security policy, planning and coordination.
- The adviser should have a minimum of ten years' experience at national and international levels, including peacekeeping operations, in advisory or managerial positions. This experience could include either military or law enforcement; and demonstrate an ability to co-ordinate a wide range of inputs and participants.
- Experience at a senior level of security sector policy. planning, operations and management is preferable.
- The advisor is expected to have a sound knowledge of the principles of peacekeeping and Human Rights Due Diligence Policy.
- Previous experience with project evaluation is necessary.
- Previous experience of UN rules and procedures is highly desirable;
- Previous experience of working in Somalia would be an asset.

Language:
- Fluency in oral and written English is required.

F. TIMEFRAME:

Deliverable	Anticipated timing	Number of working days
Inception Report	24th January – 1st February 2022	7 days
Field data collection	2nd - 21st February 2022	15 days
Draft evaluation report	22nd February – 1st March 2022	6 days
Final Report	7th – 18th March 2022	10 days
Total		38 days

Submitted by:
Mary Cummins   Signature: _____

Digitally signed by Mary Cummins
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Election Project, ou=IESG,
email=mary.cummins@undp.org, c=SO
Date: 2022.01.03 11:51:01 +03'00'

Deputy Chief Electoral Advisor   Date: _____
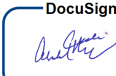
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Monitoring & Evaluation Specialist   Date: 03-Jan-2022
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Abdul Qadir Rafiq   Signature: _____

Deputy Resident Representative (P)-OIC   Date: 05-Jan-2022
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