

CALL FOR SHORT TERM CONSULTANCY FOR AN EXTERNAL EVALUATION OF THE EISA SOMALIA PROGRAMME: “SUPPORTING *TRANSITION, STABILITY AND DEMOCRATISATION*” to be conducted from 30th July 2018 to 22nd August 2018.

TERMS OF REFERENCE

1. BACKGROUND, DESCRIPTION AND BENEFICIARIES OF THE PROGRAMME

Sida is commissioning an end of programme external evaluation of the Sida funded, EISA Somalia programme “***Supporting Transition, Stability and Democratisation***”, ***Sida Contribution ID 52150053***, implemented by the Electoral Institute for Sustainable Democracy in Africa (EISA) from 1st December 2013 to date. The purpose of this external evaluation is to assess the quality of the overall programme, its results based on the programme’s set objectives and overall goal and its impact. The external evaluation will also delve into key lessons learnt and provide recommendations for future programming.

1.1 Background

The power vacuum created as a result of the fall of the Siad Barre’s regime in 1991 led to years of large-scale conflict between rival rebel factions engaged in urban guerrilla warfare. After a decade of conflict, the Djibouti-backed Somali National Peace Conference, which met from 2 May to 26 August 2000, represented an important breakthrough in peacebuilding in Somalia. The conference adopted the Transitional National Charter, which established a Transitional National Government and a Transitional National Parliament. In 2002, Kenya hosted the Somalia National Reconciliation Conference; the participating parties signed the Declaration on Cessation of Hostilities and the Structures and Principles of the Somalia National Reconciliation Process (Eldoret Declaration) in October 2002. In August 2004, a Transitional Federal Parliament was inaugurated replacing the Transitional National Parliament. This new parliament adopted the Transitional Federal Charter as an interim constitution which was replaced by a second Provisional Constitution, passed by the National Constituent Assembly in July 2012. The 2012 constitution established that the Federal Republic of Somalia would be composed of two levels of government, the federal government level and the federal member state level, which comprises both regional and local governments.

A Transitional Federal Government (**TFG**) was internationally recognised as the interim national authority in Somalia from April 2004 to August 2012, when it was superseded by the Somali Federal Government (SFG) in charge of reviewing the 2012 provisional Constitution conducting the 2016-2017 electoral process, under the Somali Compact and its five Peace and State-building Goals (Inclusive Politics, Security, Justice, Economic foundation, Revenue & Services).

The universal suffrage electoral process initially planned for 2016 was replaced by an indirect model in which lower and upper house seats were allocated using a ‘4.5’ model that shares seats among the four major clans and numerous minority clans. The National Leadership Forum (NLF), composed of presidents of the federal regions and states, the

speaker of Parliament, the prime minister, the deputy prime minister and the president of the Federal Government of Somalia, had set out a plan to form a parliament by means of traditional elders selecting 51-member electoral colleges. An electoral college of 14 025 members elected 275 members of the lower house, while the 54 members of the upper house were appointed by state executives and state assemblies. The NLF also appointed a 22-member Federal Indirect Electoral Implementation Team (FIEIT) to administer the selection process.

After the two houses of the parliament were elected in 2016 the MPs elected Mohamed Abdullahi Mohamed, also known as Farmaajo, as Somalia's new president on 8th February 2017 as the final stage of a political process that started in 2012. A new prime minister was appointed and formed his government. To support the new government and the new political developments, a donor and partners' conference was held in London. The London Conference on Somalia took place at Lancaster House on 11 May 2017, co-chaired by the UK, the Federal Republic of Somalia, the United Nations and the African Union, and attended by 42 friends and partners of Somalia. This conference set five main goals to reach for more stable and prosperous Somalia: 1) Humanitarian, 2) Strengthening national security, 3) More inclusive stable politics, 4) Accelerating Somalia's economic recovery, 5) New partnership for Somalia. The priorities of the pillar "More Inclusive Stable Politics¹" are:

- Priority 1: Advance inclusive political dialogue to clarify and settle relations between the Federal Government and Federal Members States (FMS) and initiate a process of political and social reconciliation to restore trust between communities
- Priority 2: To set foundations for durable peace, stability and end the violent conflict that has caused unnecessary loss of lives and human displacement.
- Priority 3: Finalise and adopt a Federal Constitution by 2019
- Priority 4: Prepare for and hold credible elections by 2021

Today, Somalia is undergoing a transition that represents the best chance it has had for decades for peace and state-building. The state formation process has been underway and new Federal Member States have been established in line with the Federal agenda. In order to consolidate and accelerate the transition from conflict to peace and security, the Federal Government of Somalia (FGS) has launched a comprehensive approach toward consolidating peace, security and development into the new National Development Agenda. This first National Development Plan (NDP) for Somalia has been built in 2016, on the New Deal Compact for Somalia that has operated as the country's comprehensive development roadmap, since September 2013, setting out a number of critical national peacebuilding and state building goals and milestones for the country.

In this context, it is critically important that the constitution is reviewed and adopted in an inclusive and transparent manner, which would set up the institutional and legal framework for Somalia, defining the nature of relations between the center and regions, determining the status of Mogadishu and crystalizing the type of federation Somalis wish

¹ These goals were translated into pillar in the Somali National Development Plan (NDP)

to build, propose framework for universal one person-one vote elections in 2020/1. To this end, key stakeholders in the Somalia's constitutional review process, developed a Roadmap for the review. The Roadmap defines three key objectives, namely, to have a national constitution completed within the mandated timeframe by December 2019, to ensure that the review process is based on national dialogue and public consultation with the Somali people and key stakeholder, and to educate the Somali citizens about the process through broader civic education programs that empowers the society at large to contribute, and engage in the review process, possibly ensure their constitutional rights are well captured. EISA has worked with CSOs, particularly with the woman CSOs, namely Somali Women Leadership Initiative (SWLI), Ururka Gabdhaha Aqoonyahannada Soomaaliyeed (UGAASO), among others, where EISA has focused on building their internal capacity for stronger management of their organisations as well as on women participation in public affairs. These workshops were conducted in Mogadishu and in the Federal Member States. In addition EISA trained the caretaker administrations in newly liberated districts in 2013-2014. In addition to the Sida supported project, EISA is member of two consortiums:

- Since 1st April 2016 EISA Somalia is member of a consortium: *Bringing Unity, Integrity, and Legitimacy to Democracy (BUILD)* project in **Somalia**. The BUILD project is a five year project funded by the **USAID** and implemented by Creative Associates International in partnership with EISA, Forcier Consulting, and the International Republican Institute (IRI). The project aims to support the electoral process and strengthen peace and state building processes through voter education and stakeholder dialogue.

- Since 1st May 2016 EISA Somalia is member a consortium conducting a project on: *"Strengthening local governance structures and systems for more accountable and inclusive Federal Member States in support of the Wadajir National Framework"*. The consortium is led by **Finn Church Aid** foundation with funding from the **European Union**. *During the Phase I which concluded in January 2018 the consortium supported the district formation in Hudur, Elberde and Berdale (South West State)*. The Phase II is due commence in early August 2018 for a four-year period with a total of 10 districts to form and train.

The Electoral Law drafting process and the Constitutional Review Process are unfolding with EISA supporting the MoIFAR, particularly the Electoral Law Working Group and the MoCA in various activities. The National Independent Electoral Commission (NIEC) has finalised and publicised its 2018-2021 strategic plan.

1.2 Description of the programme

In 2013 the Electoral Institute for Sustainable Democracy in Africa (EISA) opened an office with a programme designed to support the Peace and State Building Goals (PSGs) of the New Deal Compact and particularly the electoral, constitution-building and state formation processes². EISA has been implementing this four-year programme funded by the Swedish International Development Cooperation Agency (Sida) under the title of: *Supporting transition, stability and democratisation in Somalia*.

² PGS 1: Inclusive Politics

The **goal** of the programme is: *More progress towards a stable and peaceful Somalia through inclusive political processes.*

The expected **outcome** of the programme is: *Key Somali stakeholders, including women, supported by EISA, better perform and deliver on their duties, and complement ongoing stabilisation initiatives.*

The programme provides three main outputs, namely:

- Output 8: State and non-state actors are better equipped to contribute to inclusive democratic politics and state stability.
- Output 9: The Federal Constitution is adopted through a broad consultative and inclusive process and law making is supported.
- Output 10: Key electoral stakeholders are exposed to electoral systems, legal frameworks, and electoral management and contribute to the transparency of the electoral process while preventing and managing conflicts.

From the inception phase to June 2016 EISA successfully implemented the programme, reaching the targets under the three outputs above by substantially supporting the “Transition, Stability and Democratisation process in Somalia”.

Through this programme EISA has sought to enhance the capacity of diverse stakeholders to play a part in and contribute to the peace building and democratic and election process in Somalia in the past five years. Furthermore, a central feature of the programme has been the flexible funding and its responsiveness to the dynamic and politically fluid environment in which it is being implemented. This has enabled EISA to adjust the programme and provide relevant support and remain responsive to the needs of established and new partners.

It is worth noting that the programme has had several internal evaluations and annual review meetings (Sida/EISA) were held to adapt and adjust it. A flexibility fund was introduced in the inception phase year of the project to be used for cross cutting activities not originally budgeted in the main project budget. These funds were used as follows:

December 2013 –November 2014 period --Training of the Caretaker Administration;-Training of Ministry of Interior and Federalism staff

December 2014 –November 2015 ---Training of Ministry of Interior and Federalism staff;-National consultative processes in the regions

On 23rd June 2016 was informed by the Embassy of Sweden, Head of Development Cooperation Somalia, that an independent forensic audit had been commissioned and that “until the audit is complete we shall postpone additional disbursements to EISA Somalia”. In view of this instruction, no further activities were undertaken until the beginning of July 2017, following the favourable outcome of the Sida audit.

The programme was due to be completed on 30 November 2017. EISA requested and was granted a no-cost extension till the end of January 2018 and thereafter a cost extension from 1 February up to 31 July 2018 followed by further no cost extension up to September 2018. The request for the extension was to make up for the time lost and activities not implemented, owing the protracted forensic audit.

1.3 Beneficiaries of the programme

Among the beneficiaries of the programme are:

- 1- The Ministry of Interior, Federal Affairs and Reconciliation
- 2- The Banadir Region Administration, Mogadishu, Somalia
- 3- Local Civil Society Organisations – these include but not limited to the Center for Research and Dialogue (CRD), EISA's partner since 2013 and the Somali Women Leadership Initiative (SWLI).
- 4- The Ministry of Constitutional Affairs (MoCA), the Parliamentary Oversight Committee (OC) and the Independent Constitutional Review & Implementation Committee (ICRIC)
- 5- The National Independent Electoral Commission (NIEC).

1.4 Internal evaluations

EISA has also conducted internal evaluations since the commencement of the project that include

- 1) a mid-term evaluation of the inception project covering the period December 2013 to May 2014
- 2) an end of inception phase evaluation covering the period 1 December 2013 to 30 November 2014 and
- 3) an end of project evaluation covering the period 1 December 2015 to 30 November 2017.
- 4) An internal evaluation covering the extension to 31 July 2018 will be conducted in the first week of July 2018.

2. PURPOSE AND OBJECTIVES OF THE EVALUATION

Sida is commissioning an end of programme evaluation, the purpose of which is to (i) assess the quality of the overall programme; (ii) the delivery of expected programme results, objectives and overall goal; and (iii) consider the current Somali landscape and how it impacted on the intended goal and objectives of the programme. The evaluation will cover the entire project duration from the inception phase which commenced on the 1 December 2013 to the 30 November 2014, the project commencing 1 December 2014 to 30 November 2017 and the first and second extension periods covering 1 December 2017 to 31 July 2018.

Furthermore, the evaluation should consider the following:

- (1) *The overall performance of the programme in achieving results* as per the programme document.
- (2) *Those factors which facilitated or hindered the achievement of results* both in terms of the external environment and those internal to EISA and document lessons learnt. These should include but not limited to assessing the strengths and weaknesses in programme design (including the Theory of Change and Logical Framework), management, coordination, and human and financial resources.

- (3) *The strengths and weaknesses* in the strategies/approaches taken in the planning, implementation and monitoring of the project. Describe problems and solutions to these sought by the programme.
- (4) *The key lessons learned and recommendations for future interventions* - The evaluation must provide recommendations on what can be done differently, if necessary, for Sida to increase the relevance of its support to the strengthening of peace and preparation for the 2020 universal suffrage elections in Somalia.

The evaluation will be a 16 day exercise to commence on 30th July and the final report submitted on the 22nd August 2018.

3. METHODOLOGY

Based on OECD DAC Quality Standards for Development Evaluation, the consultant will develop a suitable evaluation methodology that considers the relevance, efficiency, effectiveness, impact and sustainability of the programme, involving selected relevant stakeholders into the analysis. Considering the overall context of dynamism and fluidity that characterises the programme's operating environment, the analysis must also extend to the programme's sensitivity, adaptiveness and flexibility in response to changing political contexts and circumstances.

The consultant/s is expected to draw upon the following for data collection and analysis:

- Desk top research: programme reports, management and financial reports, and monitoring and evaluation documentation. This information will be provided by EISA
- Training materials, research, reports and publications produced as part of the programme's outputs. This information will be provided by EISA
- Key informant interviews with a sample of the programme beneficiaries in Somalia
- Interviews with key EISA programme staff based in Mogadishu, Somalia and Head Office staff supporting the programme based in Johannesburg
- Interview the relevant donor staff assigned to the project

It is anticipated that the consultant/s will have one in-country visit to conduct interviews with local partners and beneficiaries outlined in 1.3 above. Some interviews can be conducted telephonically/skype, depending on the availability of identified key informants as well as logistical considerations. The consultant/s will be required to conduct interviews with EISA personnel based in Mogadishu, Somalia as well as staff assigned to work on the Somalia project based at the Johannesburg Head Office.

4. DELIVERABLES

The consultant/s is expected to deliver the following:

- *Evaluation Inception Report*: this must present the evaluation framework and methodology including setting out a work plan and timeline within 3 days of signing the contract;
- *Evaluation Draft Report*: this should be submitted by the 12th August, 2018 and
- *Evaluation Final Report*: this should be submitted by the 22nd August 2018.

5. SKILLS AND QUALIFICATIONS

The consultant/s should have the following expertise and/or experience:

- Proven experience of evaluation of elections, political governance, and democratic governance programmes in sub-Saharan Africa;
- Knowledge and experience of developing and using theories of change;
- Knowledge of different approaches to programme evaluation;
- Proven expertise in use and analysis of qualitative and quantitative data;
- Sound evaluation record, including knowledge of international evaluation standards.

6. RENUMERATION

Interested and suitably qualified individuals must submit their CV outlining availability in line with the approximate timeline and indicate their daily rate in their applications.

7. ABOUT EISA

EISA is a non-partisan international non-governmental organisation established in 1996 focused on electoral services and political processes. Its core business is to provide technical assistance for sustainable capacity building of electoral management bodies, political parties, parliaments and civil society organisations operating in the democracy and governance fields in Africa. EISA also provides expert advice to its pan-African, regional and national partners throughout the continent, thus helping build solid institutional foundations for democracy. EISA has had and has field offices in 17 African countries.

8. APPLICATIONS

Applicants are invited to send their application and CV to Ms Ilona Tip, Operations Director:

Email: ilona@eisa.org.za

Closing date is Friday 17th July 2018, 17h30.