

## TERMS OF REFERENCE

### Independent, Quasi-experimental Evaluation of Joint Action for Building Resilience in Somalia

#### 1. Background

##### 1.1 Country background

Somalia is a country of 637 540 square kilometers, situated within the Sahel Zone of the Horn of Africa with a population estimated to be between 14 million and 16 million<sup>1</sup>. About 60% of the population lives in the rural areas, where livelihoods are largely dependent upon livestock and agriculture. The incidence of poverty in Somalia is very high both in rural and urban areas.

The harsh, predominantly arid climate characterised by erratic rainfall and recurrent dry spells severely limits the potential of agriculture and livestock production. Somalia's natural environment is extremely fragile and must support a rapidly growing population. Somalia has been without a functioning central government since the overthrow of Mohammed Siad Barre's regime in 1991. The country has effectively been split up in three regions: Somaliland, Puntland, and South-Central Somalia. The Somaliland region unilaterally declared independence in 1991 as the Republic of Somaliland, while in 1998, north-eastern Somalia declared itself the semi-autonomous Puntland State of Somalia. These two areas have since been relatively stable and have managed to re-establish rule of law and a functioning, although still fragile and weak, system of local authority.

Somalia has undergone three protracted periods of drought over the last 25 years with two of these leading to famine. During the 1992 famine, upwards of 300,000 people died and 1 out of 5 Somalis were displaced. During the 2011 East Africa Drought, 260 000 people died in Somalia; half of them children under the age of five. The UN termed the 2011-12 drought as the "worst drought in the last 25 years." The drought resulted in 920 000 Somali refugees within Horn of Africa and devastating economic losses to agriculture and livestock. It also brought famine to the south of the country.

Somalia is a complex political, security and development environment, and much of its recent past has been marked by poverty, famine and recurring violence and environmental shocks and stresses. According to the World Bank, poverty cuts across sectors, locations, livelihood groups and genders, and its forms and causes vary. Some 70 percent of Somalia's population lives below the poverty line<sup>2</sup>.

Southern parts of Somalia are comparatively poorer than northern regions (Somaliland and Puntland) and suffer from unstable economic conditions and fragile security conditions. The south is also subjected to conflict, food shortages and a lack of proper infrastructure.

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<sup>1</sup> <https://www.unfpa.org/data/world-population/SO>

<sup>2</sup> <https://blogs.worldbank.org/african/data-development-poverty-and-policy-somalia>

The country is extremely vulnerable to recurrent shocks with colliding and cumulative effects, exacerbated by prevailing stressors. Droughts, flash flooding, cyclones, locusts, disease outbreaks, civil war and conflict, and subsequent large-scale displacement have regularly affected the country since the 1990s. These shocks have led to continual disruption of livelihoods, increased vulnerability and poverty, resulting in acute hunger and malnutrition.

Conflict, political instability, and natural and economic shocks all contribute to chronic hunger and malnutrition in Somalia. Results from ten years of nutritional data analysis confirm that Somalia has sustained serious to critical levels of malnutrition. Malnutrition in Somalia is multi-causal, high levels of micronutrients deficiency are prevalent among children and women. Addressing acute malnutrition and micronutrient deficiencies is crucial to preventing irreversible growth and development challenges in children that will ultimately affect the economic development of the country.

Although Somalia faces many challenges, the country has great potential to improve its food security, nutrition and resilience. People within and outside the country continue to build an enabling environment for stability through provision of essential services and support, especially in times of crises. The establishment of a federal government in 2012 provides opportunities for political stability though the current delayed elections is causing tensions across the country. A thriving private sector can provide services such as markets, health and education. Moreover, the country has a large agricultural base with two large rivers and the highest number of livestock per capita globally. The evolving policy and institutional landscape and a youthful population offers a promising basis for engagement.

FAO, UNICEF and WFP- (the three UN agencies) are committed to priority areas of economic, social and human development. Therefore, the Joint Resilience Action (JRA), the resilience strategy for the three UN agencies in Somalia, is aligned with the Somalia National Development Plan (2020-2024), UN in Somalia Strategic Framework (2017-2020), Drought Impact Needs Assessment; Recovery Resilience Framework and Sustainable Development Goal targets.

The collective and multi-sectoral approach of the JRA is epitomised through the development of a Joint Results Framework, designed to address the needs of vulnerable and at-risk households in Somalia over a five-year period (2018-2023). Flexibility is embedded in all programme elements and approaches to allow for changes over this period.

## **1.2 Joint resilience programme**

Two phases of a joint resilience programme in the Gedo and Lower Juba regions in southern Somalia and Banadir have been implemented. Phase I included an integrated nutrition, health and water, sanitation and hygiene (WASH) programme funded from 2018 until March 2022 and implemented by WFP and UNICEF; Phase II included an education, WASH and livelihoods programme funded from 2019 – March 2022 and implemented by WFP and UNICEF. Phase I covers over 80 villages in the 6 districts in Gedo. The education/school feeding component in Phase II is being implemented in 3 out of the 6 districts in Gedo.

FAO has joined the programme in Phase III by integrating food security and livelihoods programming with the nutrition and education interventions under Phase I and Phase II. In this Phase, the programme will focus on continuing implementation only in the existing villages in Gedo, adding 5 new schools in three districts. The new activities proposed in Phase III include livelihood programmes; new social and behaviour change communication (SBCC) activities; and expansion of education and home-grown school feeding to schools in six districts.

The programme aims to contribute to improved learning, health, hygiene, and nutritional outcomes for children and food security and to build resilience for households and communities to withstand economic and climate-related shocks and stressors. The programme will achieve this by increasing access to integrated school feeding, nutrition, WASH, and education services for children, adolescents' parents and caregivers, and supporting livelihoods for vulnerable families with undernourished children.

## **2. Purpose of the Independent evaluation**

The independent assignment has the main objective of conducting an independent, quasi-experimental evaluation of the programme from the first to the last year of intervention. The evaluators will evaluate the delivery of the program's key inputs and services and assess the impact of the program on the target beneficiaries. This will also contribute to organizational learning about the impact of different program design features, e.g. the impact of new program components.

## **3. Scope of Work**

The scope of work of this independent evaluation covers the provision of evaluation services to the joint programme. The period of this service will be 36 months (with possibility of 3 months extension) from the date of the contract signature. It ends with the endline survey and results dissemination after effective ending of the program implementation.

The scope of work covers the entire geographic areas (Gedo Region). The names and contacts of stakeholders shall be specified in the inception report, and will be provided when the contract is activated. Stakeholders typically include Government line ministries at both federal and regional levels; both national and international Non-Governmental Organizations (NGOs); professional associations, community-based and civil society organizations; universities, both Somali and international; regional organizations.

For each technical study or mission, the Contractor will be provided with clear information about the joint programme activities, the total targeted beneficiaries, the areas of intervention and all relevant documentation pertaining to the joint programme. The Contractor will be expected to have the ability to use mobile phones for data collection and to have expertise and experience in quasi-experimental designs, data collection with high ethical and methodological standards, (high-frequency panel) data analysis and report writing. They will also be able to adopt combined research methods that utilize both quantitative and qualitative methods of data collection.

The Evaluation Consultancy services are expected to provide an independent perspective on the status of activities implementation and results achieved. Where and if possible, the analysis can triangulate between the three UN agencies' monitoring data and the evaluation data collected by the independent Contractor.

#### **4. Main studies/activities**

The main task under this agreement is to measure the impacts of the joint resilience programme on a large set of outcome indicators, thereby testing the rationale and theory of change underlying the programme activities. This shall include, but is not limited to, implementation of the Resilience Index Measurement and Analysis (RIMA). The impacts shall be assessed using both large-household data collections and outcome monitoring data collections. The Contractor will be requested to conduct M&E activities that include data collection on the beneficiary household, school, health facility and community levels using both quantitative and qualitative methods in line with the activities included in the joint programme document. These assessments and data collection tasks will mainly cover the below activities:

1. One baseline, one midline and one end-line quantitative data collection among treatment and control households during the joint programme life cycle. End line data collection, report writing and results dissemination will be made after the program is fully implemented.
2. Three outcome monitoring technical studies in the lifetime of the programme, one in each year of the programme.

E.g. of listing the above (please adjust accordingly if need be):

Activity 1: **Baseline** data collection among treatment and control households during the joint programme life cycle: Prepare consolidated report, conduct validation workshop to discuss the findings and present the findings to stakeholders.

Activity 2: **Midline** data collection among treatment and control households during the joint programme life cycle: Prepare consolidated report, conduct validation workshop to discuss the findings and present the findings to stakeholders.

Activity 3: **Endline** data collection among treatment and control households during the joint programme life cycle (. End line data collection, report writing and results dissemination will be made after the program is fully implemented)

Activity 4: Year 1 outcome monitoring technical studies: Prepare report, conduct validation workshop to discuss the findings and present the findings to stakeholders.

Activity 5: Year 2 outcome monitoring technical studies: Prepare report, conduct validation workshop to discuss the findings and present the findings to stakeholders.

Activity 6: Year 3 outcome monitoring technical studies: Prepare report, conduct validation workshop to discuss the findings and present the findings to stakeholders.

The contractor shall get the evaluation activities approved by the contract manager to ensure high ethical standards of the collection activities. The planned activities above and their annual frequency is summarized in the table below. Deviations from this schedule can be suggested by the Contractor.

Year	2022				2023				2024				2025
Activities/Quarter	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1
Preparation of Inception report and data collection tools guidelines	■												
Baseline study	■												
1 <sup>st</sup> Validation workshop		■											
1 <sup>st</sup> Outcome monitoring data collection			■										
Midline study				■									
2 <sup>nd</sup> Validation workshop					■								
1 <sup>st</sup> Learning Workshop						■							
2 <sup>nd</sup> Outcome monitoring data collection							■						
3 <sup>rd</sup> Outcome monitoring data collection											■		
End-line study													■
3 <sup>rd</sup> Validation workshop													■
2 <sup>nd</sup> Learning workshop													■

3. Refining and updating the theory of change for the programme as necessary.
4. Refining impact evaluation design (including sampling and tools) in collaboration with FAO.
5. Guiding implementing partners on activity scheduling and monitoring fidelity of implementation.

**5. Approach for impact evaluation**

The quasi-experimental impact evaluation is designed to generate knowledge and provide lessons on what works well and what does not work well to build resilience capacities in Somalia. This evaluation will be done by means of a quasi-experimental design and through tracking of the trends of key outcome indicators and factors contributing to the outcomes and impacts (e.g. indicators on education, food security, nutrition, resilience indices, institutional capacity etc.) multiple times during the programme’s lifespan at the household, community, school and other facilities level. It should thereby provide in-depth analysis of the root causes of resilience and the effectiveness of the joint programme, and impact heterogeneities as could be explained by geographic locations, implementation modalities and programme components.

The learning will inform future programme design in similar contexts. Specifically, the impact evaluation will assess the coherence, integration, complementarity, effectiveness and impact of the joint programme; and provide recommendations to improve future design and implementation of similar programmes.

**5.1 Evaluation criteria**

- The evaluation will cover the following evaluation criteria:
- a) Internal coherence, integration and complementarity of joint-programme components;
  - b) Effectiveness of interventions in achieving results at outcome level; and
  - c) Impact of the joint programme on a broad range of outcomes (including education, food security, nutrition, resilience) and thereby measurement of the programme’s contribution to short and long-term changes within households, schools and communities.

During the inception phase, the evaluators will assess the feasibility of using the above criteria and adjust as needed to meet the needs of the evaluation.

## **5.2 Evaluation questions**

The evaluation will be guided by the following specific evaluation questions:

1. What is the impact of the joint programme activities on building resilience capacity of the target population? What is the additional impact of livelihood activities on building resilience capacity compared to the existing programme focused on nutrition, WASH and education components?
2. What are the gains and achievements in terms of composition of resilience capacity and in relation to the activities of the joint programme? And if there are differences in resilience composition by gender of the household heads or livelihood category?
3. To what extent is the joint programme more effective in terms of building and strengthening of resilience capacity in the target community when implemented in combination with home-grown school feeding systems and value chains, and with the support of Social and Behavioural Change Communication (SBCC) campaigns?

These questions have been formulated to guide the conceptualization of the impact evaluation. It is, therefore, not a final list and additional questions will emerge and be refined from follow-up discussions during the inception phase.

## **6. Methodology**

### **6.1 Evaluation design**

The evaluation is expected to use a quasi-experimental design relying on comparable treatment and control groups and using before, in-between and after data (Difference-in-differences using three data points). Yet, the final design, that is as methodologically rigorous as possible given the circumstances of this program, will be suggested by the contractor. A baseline, midline and endline assessment will hence be used to measure the developments of outcomes and impacts. The contractor will combine outcome and impact indicators that are relevant to this specific programme with those covered in the RIMA, a resilience measurement framework to measuring and analysing resilience at the household level.

### **6.2 Methods of data collection and indicators**

The evaluation will be designed to quantify in-depth the short-term and long-term impacts of the joint programme across different seasons, and provide lessons learned and recommendations for similar program designs in similar contexts. It will integrate the RIMA framework into its evaluation activities to understand the dimensions of resilience and capacities to build resilience in order to address the needs of individuals, households, and communities which are experiencing poverty, conflict, food insecurity and malnutrition and other deprivations linked to ineffective or absent basic social services. This will be made possible through a hybrid data collection framework, which combines two complementary exercises: a household survey will be

used to collect the data for measuring and analysing resilience capacity, while various qualitative and participatory tools will be utilized to collect data at the community, schools, facility, household and child levels.

### **6.2.1 Household data collection**

The contractor will conduct extensive baseline, midline and end line surveys to collect a range of indicators that are relevant for the joint programme (e.g. the indicators will cover outcomes relevant to education, health, food security and nutrition, gender, assets, shocks etc.). The contractor will combine all indicators relevant to this programme with indicators collected in the RIMA tool. The RIMA uses multidimensional resilience-oriented surveys that focus on household's profiles. The survey collects data at household level on income and income generating activities, access to basic services, productive and non-productive assets, adaptive capacities, social networks, shocks and recovery, food security and institutional environment among others. RIMA is a general tool to measure household-level resilience, which has the flexibility to accommodate additional modules and indicators that are relevant for this specific programme and thereby to assess impacts of all three UN agencies' activities (including, for example, basic social services and nutrition).

### **6.2.2 Outcome monitoring data collection**

This process will include the development of specific data collection methods with various qualitative and participatory tools to be utilized to collect data at the community, schools, facility, and child levels. The outcome monitoring survey will build on the existing monitoring framework of each sector, and will track and triangulate various indicators and factors on education, food security, nutrition, including the institutional capacity strengthening from different info sources, i.e. school attendance at the school level to compare with info/factors received at the household level. In addition, the survey will assess the quality and effectiveness of services provided, coherence, integration, complementarity of the programme components, as well as the perception of the stakeholders in the programme and impact of the joint programme. The survey will provide in-depth analysis of factors contributing to these outcomes and impact on resilience in general, and to generate knowledge and provide lessons on what works well to build resilience capacities, and will provide recommendations to improve future design and implementation of similar programme. It will also identify factors that explain relative impacts as could be explained by geographic locations, seasonality, implementation modalities and programme components. These will be dependent on the nature of the intervention and seasonality, substantially for continuous monitoring of outcome indicators.

While the above two methods of data collection are distinct, the second category can be combined and integrated with the first category whenever possible, especially for data collected at the household level. The use of these mixed approaches including RIMA, quantitative and qualitative methodologies for triangulation and verification of findings will make it possible to measure the impact on resilience and at the same time measure the trends of key outcome indicators of the various interventions of the joint programme. The qualitative data will be used to contextualize the findings of the quantitative surveys and identify mechanisms and roots of the observed impacts. Mobile devices enabled with GPS capability should be used to enable

accurate recording of data, instant uploading of data for quality assurance and a reduced data collection cost.

### **6.3 Sampling Plan**

The household sample which will be designed based on a consultative process and evaluation objectives will use multistage sampling to extract a finite sample from the list of reached beneficiaries. Probability proportional to size (PPS) and cluster sampling will be used to determine number of households where PPS will be used at determining number of household at district level and cluster sampling to make sure all the activities have had a chance to be included in the sample. Targeted treatment households with a sample of 1000 will be randomly selected from the list of beneficiaries while control sample with a sample of 300 will be selected randomly from selected areas with similar characteristics with targeted households. The aim is to achieve representativeness of households, communities and schools, and ensuring there is enough power to detect difference in before and after as well as with/without. A 20% oversampling of the beneficiaries and control sample will be included in the baseline to control attrition and 10% to factor in counterfactual effect where samples are expected to be lost during the matching procedures.

With initial estimation, the survey will be carried out with the following sample sizes:

- Households: 1300 households in 6 districts (plus 20% for counterfactual and 10% for matching), of which approximately 300 are non-beneficiaries.
- 8 schools per district in 3 districts, of which 2 schools per district with school garden, and 2 non- participating schools (in Belethawa, Luuq and Dollow; additional districts/schools may be added at the survey design).
- 5 health facilities per district, 6 districts.
- For livelihood survey, 5 villages per district (6 districts).

Importantly, the Contractor will revise this sampling approach, conduct tentative power calculations and suggest a final sampling strategy.

## **7. Expertise, location, timing and reports**

### **7.1 Expertise profile**

The Independent evaluation consulting firm should have a team that should be made up of at least one Senior Evaluation Researcher as the team leader, one Senior Researcher, one Nutrition Researcher, one Education Researcher, one Data Analyst as well as supporting team in the field, which will include Field Data Collection Coordinator, supervisors and enumerators. The experts must be ready to travel across the programme locations. They have not been and will not be involved in any form in the implementation of the joint program to ensure their independence

- I. Senior Evaluation Researcher (Team Leader) (1)
- II. Senior Researcher (1)
- III. Nutrition Researcher(1)



- IV. Education Researcher(1)
- V. Data Analyst (1)
- VI. Field Data Collection Coordinator (1)
- VII. Field Data Collection Supervisors (6)
- VIII. Field Data Collection Enumerators (24)

## **7.2 Location(s)**

The study will be conducted in six areas of intervention or districts in Gedo, and specifically in Dolow, Luuq, Belethawa, Bardhere, Garbharey, Burdhubo of Gedo, Jubaland and South Central Somalia. The actual sites will be confirmed for each study/mission.

## **8 Timings**

The period of this service will be 36 months (with possibility of 3 months extension) from the date of the contract signature. It ends with the endline survey and results dissemination after effective ending of the program implementation.

Baseline data collection will be implemented as soon as possible to measure the status quo before Phase III begins implementation while the end line data collection, report writing and results dissemination will be made after the program is fully implemented.

## **9 Reports**

The Contractor will report regularly, most importantly when milestones are achieved. The Contractor will integrate methodological or otherwise objective feedback into its evaluation activities but is at all times ensure independence and the right to finalize its findings and recommendations without interference. A technical note specifies roles and responsibilities further.

The Contractor team shall provide the following products, which will be prepared in English and shared with the contract manager as first audience:

1. Inception report within six weeks of signing the contract. This includes a detailed sampling strategy and quasi-experimental evaluation design (including considerations of statistical power), a detailed graphical Theory-of-Change underlying the evaluation, questionnaire drafts, and schedule and rough logistical planning of the evaluation.
2. Approval of the evaluation activities by the contract manager before baseline data collection begins.
3. Detailed baseline (before start of program Phase III), midline (one year after baseline) and endline (three years after baseline/after completion of the project activities) reports submitted in high quality to the contract manager within two months after completion of the respective data collection. The Contractor will then receive and within 2 weeks upon receipt incorporate/discuss comments with the contract manager. The baseline report will discuss, among others, the methodological approach, literature, a detailed Theory-of-Change, statistics and balancing at baseline for both treatment and control groups. It will also provide recommendations on the programme monitoring indicators and results matrix to ensure methodological learning for future programmes. The endline report will

function as a stand-alone-document that bring together and triangulate results and recommendations from all data collections. All reports will discuss results, among others using graphical representations and showing trends over time as possible, in clear, English language that is in the largest parts understandable for a general audience.

4. Data has to be stored safely and in anonymized form to protect the data rights of survey participants. Together with the final version of the endline report, the contractor provides the contract manager with the raw and cleaned datasets, syntaxes and Do files of analyses. The contractor provides data and analyses' documentation beforehand if requested by the contract manager. Data rights remain within FAO. Publications using the data by the contractor are possibly only with prior agreement by the contract manager.
5. The outcome monitoring reports that are conducted aside from the main baseline, midline and endline data collections, submitted to the contract manager not more than one month after the completion of data collection activities in the field. Again, the Contractor will then receive and within 2 weeks upon receipt incorporate/discuss comments from the contract manager.
6. The following results dissemination products:
  - a. PPT presentation summarizing the study background, methodology, results and limitations in English and Somali language to be submitted when the baseline, midline and endline reports are finalized and accepted.
  - b. Short (1-2 pages) policy brief both in English and Somali targeted at a general audience after the endline report is finalized.
7. Presentation of results to disseminate learnings in:
  - a. Two learning results workshops in Somalia targeting among others governmental program partners and staff of the three UN agencies
  - b. Yearly update on activities and presentation of results towards Government and BMZ in virtual meetings.
  - c. Presentation of results in a virtual meeting for KfW staff within 6 months after acceptance of the endline report.
8. In addition to the above reports, the independent consultancy shall provide to the contract manager:
  - I. A weekly update of all studies or missions currently ongoing;
  - II. A yearly review of the project; and
  - III. Technical reports one month after the completion of the study.

Annex 1. Map of Somalia

