Terms of Reference for
Impact Evaluation of the Horumarinta Elmiga (HE) Education Sector Support Programme in Somaliland

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1. INTRODUCTION AND BACKGROUND

This document provides Terms of Reference for the Impact Evaluation of the Horumarinta Elmiga (HE) Education Sector Support Programme in Somaliland that is currently in its fourth programme cycle phase and has been running since January 2013.

Somaliland has faced myriad problems over the past decades, including a combination of internal displacement, ongoing conflict, natural disasters, and socio-economic shocks and setbacks. The manifestation of these challenges differs across the country, influenced by the varying political, social, and regional contexts, and has resulted in widespread poverty, deprivation, and inequality.

Since the establishment of the Ministry of Education and Science (MoES) in 1992, Somaliland has continued to make steady progress towards strengthening its education sector. However, in the intervening years, a lot of challenges have continued to buffet the sector, including weak planning, management, quality assurance capacities of the ministry, high incidences of out of school children, lack of sufficient school infrastructure, low levels of trained and qualified teachers, insufficient teaching and learning materials, security instability in some regions, low enrolment rates, high dropout rates of learners, low learning outcomes, fragmented approach to financing of the sector by development partners, amongst others.

Horumarinta Elmiga, also known as Education for Empowerment through Cohesive and Harmonized System is an education programme, funded by the European Union (EU) and implemented in all the six administrative regions in Somaliland by a consortium of Save the Children (lead agency), CARE International in partnership with the MoEHS of Somaliland.

The total budget of HE I-IV is EUR 40,138,888. (breakdown below)

	Total EUR	EU	Own contribution
HE 1	11.250.000	10.125.000	1.125.000
HE 2	12.222.222	11.000.000	1.222.222
HE 3	8.888.888	8.000.000	888.888
HE 4	7.777.778	7.000.000	777.778
	40.138.888		

The first programme (15 November 2012 – 14 November 2015) focused on capacity building of partner institutions, in particular Ministry of Education and Higher Studies (MOEHS) at all levels, improving access to relevant quality education and training opportunities with a specific focus on vulnerable children and youth, and strengthening the pedagogical skills of teachers and trainers.

The second programme (1st September 2015 to 30th September 2018) focused on achieving results in strengthening sector wide coverage of education in Somaliland through: • Extending Basic Education (BE) and Non-Formal Education (NFE) to underserved areas, mainstreaming Basic Education for Pastoralists (BEP) and reaching children with special needs; • Advancing demand-driven technical vocation education and training (TVET) to technical level as a valuable and integrated part of the education system; • Facilitating the improvement of higher education provision and supporting improvement of education management systems at national level.

The third programme (1 January 2019 – 31 December 2021) set to focus and address issues on girls education and children with special needs; implement literacy boost at scale; mainstream at National Quality Improvement System building on achievement of HE II; increase the number of female teaching staff and CEC members to activate greater female participation in school management; strengthen the coordination through proper mapping of different support for greater synergies among projects and funding and to build the resilience of schools to mitigate shocks and ensure continuity for children and the provision of psychosocial support.

The fourth programme (July 31, 2022, to July 31, 2025) focuses on increasing access to relevant, equitable, inclusive, and quality primary and secondary education for children in the target locations, increasing participation of youth and adults in quality and inclusive technical and vocational education and training linked to employment and economic opportunities and enhancing capacity of public institutions to lead, monitor, and manage the education system.

The main purpose of this Impact evaluation is to identify, analyse, document, and communicate the impact of more than 10 years of continued funding to the HE Education Sector Support programme and to extract valuable lessons learned that can inform actionable recommendations for future phases, as well as similar programmes in other contexts.

2. SCOPE OF STUDY

2.1 Purpose

This study is being conducted at the end of the fourth phase of the HE Education Sector Support programme. It will build upon previous evaluations, assessments, and studies conducted throughout the lifetime of the programme.

Unlike earlier evaluations of the programme this impact evaluation explores the entire period of support from 2012 and onwards and focuses specifically on identifying and analysing higher level results that the programme has contributed to through the lifespan of the intervention.

Purpose of Evaluation:

A. *To identify, analyse, and document higher level effects of more than ten years of support to the HE Education Sector Support Programme*
B. *To extract lessons learned and provide actionable recommendations to inform future programming.*

2.2 Criteria and questions

Evaluation Criteria and questions:

This is an Impact Evaluation focusing on identifying higher level effects of more than 10 years of programme support.

The evaluation will therefore focus on the OECD DAC criteria of IMPACT. The other five DAC main criteria: Relevance, Effectiveness, Efficiency, Coherence and Sustainability will be also be assessed by the evaluation team using existing data and reports combined with KIIs. The evaluation will also include an additional (beyond DAC) criteria exploring operational issues around the implementation of the programme.

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Impact:

Questions to be explored:

A. What has been the main, intended, or unintended, negative, and positive higher level socio-economic effects of more than ten years of support for the Education Sector in Somaliland?

B. Specifically, what are the specific and wider socio-economic effects in Somaliland from more than ten years of programme support to:

 a. *Access to safe quality, equitable education in Somaliland.*
  - *How has the programme attributed and contributed to change in access to education in Somaliland?*
  - *How well did the programs address the educational needs of different groups, including marginalized populations (e.g., girls, rural communities, and nomadic populations)?*
  - *How has the programme support to access to education contributed to wider socio-economic changes in Somaliland?*

 b. *Job creation in Somaliland*
  - *How has the programme attributed and contributed to change in access to vocational training in Somaliland?*
  - *How has the programme support to vocational training contributed to job creation and wider socio-economic changes in Somaliland?*

 c. *Education Systems Strengthening (Capacity building, changes in policy and legal framework) in the Education Sector in Somaliland*
  - *How has the programme contributed to education system strengthening in Somaliland?*
  - *How has it contributed to strengthening education sector financing?*
  - *How has the programme support to strengthening the education system contributed to wider socio-economic changes in Somaliland?*

 c. Specifically, what have the longer-term effects of the programme been on the following key programme impact indicators:

 a. *MOE&HS and education sector partners demonstrate a more harmonized approach to education service delivery in Somaliland.*
 b. *Fragmentation of financing in the education sector in Somaliland reduced and MOE&HS ownership of the processes strengthened.*
 c. *MOE&HS at all levels (central, regional, and school) have increased capacity to lead, regulate, and monitor the education sector.*

d. *Gross Enrollment Rates for primary and secondary.*
e. *Transition rates for primary to secondary and from secondary to university level.*
f. *Gender Parity Index for Gross Enrolment Rate and % of female teachers in the education sector workforce.*
g. *% of employed/self-employed youth and adults (disaggregated by sex) who demonstrated improvement in livelihood.*

The remainder of the DAC evaluation criteria, such as Relevance, Effectiveness, Efficiency, Sustainability and Coherence (as detailed in the Annex) will mainly be explored through the literature review as part of the Inception stage combined with select KIIs. The purpose of including a light-assessment of these criteria is to put findings around impact into a context. These criteria are important to assess to determine the relative significance of the various identified areas of impact.

In Annex 1 the various DAC criteria and related questions for the evaluation are outlined.

For the operational criteria the following questions will be explored

Operational

a. How effective has the collaboration and coordination been between consortium members? (MoEHS, SC Somalia, SCD, CARE, NRC)
b. How well did the program complement with Global Partnership for Education (GPE) and other funding in Somaliland?
c. How well has the programme responded to changes in context and challenges such as droughts, displacement, conflicts etc. (adaptive management)?
d. What have been the main lessons learned from implementation of the programme, especially across the three main focus areas of: access to education, job creation, and education sector systems strengthening?
e. What have been the main lessons learned on addressing low enrollment rates and what context specific interventions should be used going forward.
f. How well has the programme employed a sector wide approach (SWA) and how effective has the sector wide approach to EU support been.
g. How well has the programme addressed and implemented evaluation recommendations between phases?

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2.3   Scope:

The scope of this impact evaluation covers the entire four programme cycle periods from Phase I through to the current Phase IV.

2.4   Intended Audience and Use of the Study

Primary intended audience of the study include the MoES Somaliland, EU, Save the Children, and CARE.

Moreover, the study will be shared with other stakeholders involved in education section support in Somaliland, including the Education Donor Group (EDG).

The evaluation team will be required to propose how the primary audience will be involved throughout the evaluation process and how evaluation findings will be shared with each of the different stakeholders in the table above, particularly outlining how reporting back to communities, beneficiaries and children will be conducted in an accessible and child friendly manner.

3.   EVALUATION METHODOLOGY

3.1   Evaluation Design

It is expected that this study will involve:

- Mixed-method combining quantitative and qualitative methods and using an education system thinking approach, especially for the aspects of the evaluation looking at the education sector systems strengthening.
- Non-experimental design. Assessing systematically whether the evidence is consistent with what would be expected if the intervention was producing the impacts, and also whether other factors could provide an alternative explanation. (To be detailed by Evaluation team in Inception Report)
- Quasi-Experimental using comparison groups through matching, regression discontinuity, propensity scores or another means for answering parts of the evaluation questions on the causal effects of programme activities focused on job creation, and learning outcomes (To be detailed by Evaluation team in Inception Report)

3.2   Evaluation Method and Process

Different approaches will be explored by the evaluation team and final suggested choice of methods will be detailed in the Inception Report by the Evaluation team. The evaluation will apply a mix of methods and approaches for the three main impact areas of focus, i.e. a) Access to education, b) job creation c) Educations sector systems strengthening.
Methods to be explored and detailed in the Inception Report should consist of mixed methods using both qualitative and quantitative data and assessment tools combined with quasi-experimental approaches for the impact areas of access to education and job creation. For the quasi-experimental part it will also include the identification of cohorts of participants as well

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as comparison groups to establish a counterfactual and to establish the causal relationship between the programme interventions and programme results. This is ultimately with a view to assess how the programme has attributed to identified results amongst participants when it comes to learning outcomes and job opportunities.

For the education sector systems strengthening part of the evaluation an education system thinking approach will be applied entailing the following steps:

Phase 1: Review and Analysis

- *Review Existing Studies and Assessments (2012 to Present)*
- *Establish Assessment Pathways: Develop pathways to assess various aspects of education governance, including policy reviews, education information system management, curricula, access, equity, and quality of learning in the target locations of the project.*

Phase 2: Refinement and Development

- *Develop Core Impact Evaluation Questions and Identify Gaps.*
- *Organize workshops for education stakeholders using systems thinking approaches, such as causal loop diagrams, to map out and understand the relationships and feedback loops within the education system and changes that HE contributed over the last decade.*

Phase 3: Validation and Reporting

- *Validate Impact Causal Loop Pathways: Validate the causal loop pathways identified in the previous phase to ensure they accurately represent the impact pathways within the education system.*
- *Generate Final Report, generate Policy Brief presentations tailored for policymakers and other key stakeholders, and disseminate the Findings.*

It is important that this evaluation is a learning and participatory evaluation with participation from MoES Somaliland, programme staff from SC Somalia/SCD and CARE and children/young people to the extent possible.

Consultants must specify details of appropriate evaluation design, and method including the sampling strategy in the **Inception Report**.

3.3   Data Sources and Data Collection Methods / Tools

All primary data collected during the study must facilitate disaggregation by gender, age, disability, location or remoteness, vulnerability status.

Existing Save the Children data sources that can be drawn on in the evaluation include:

- *Programme documents*
- *Baseline studies*
- *Midterm and end-term evaluations*

Save the Children will not provide enumerators to assist with primary data collection. It will be a requirement of the evaluation team to source additional external data sources to add value to the study, such as government administrative data. The team should also indicate in the Inception Report how data triangulation will be realised.

A range of project documentation will be made available to the study team that provides information about the design, implementation, and operation of the programme.

Documents include:

The study team is required to adhere to the Save the Children Child Safeguarding; Protection from Sexual Exploitation and Abuse; Anti-Harassment, Intimidation and Bullying; and Data Protection and Privacy policies throughout all project activities.

3.4   Ethical Considerations

It is expected that this study will be:

- **Child participatory**. Where appropriate and safe, children should be supported to participate in the evaluation process beyond simply being respondents. Opportunities for collaborative participation could include involving children in determining success criteria against which the project could be evaluated, supporting children to collect some of the data required for the evaluation themselves, or involving children in the validation of findings. Any child participation, whether consultative, collaborative or child-led, must abide by the 9 Basic Requirements for meaningful and ethical child participation.
- **Inclusive**. Ensure that children from different ethnic, social, and religious backgrounds have the chance to participate, as well as children with disabilities and children who may be excluded or discriminated against in their community.
- **Ethical**: The study must be guided by the following ethical considerations:
  - Safeguarding – demonstrating the highest standards of behaviour towards children and adults.
  - Sensitive – to child rights, gender, inclusion, and cultural contexts.
  - Openness - of information given, to the highest possible degree to all involved parties.

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- Confidentiality and data protection - measures will be put in place to protect the identity of all participants and any other information that may put them or others at risk.[1]
- Public access - to the results when there are not special considerations against this.
- Broad participation - the relevant parties should be involved where possible.
- Reliability and independence - the study should be conducted so that findings and conclusions are correct and trustworthy.

It is expected that:

- Data collection methods will be age and gender appropriate.
- Study activities will provide a safe, creative space where children feel that their thoughts and ideas are important.
- Informed consent will be used where possible.

4. EXPECTED DELIVERABLES

The study deliverables and tentative timeline (subject to the commencement date of the study) are outlined below. The Evaluation Team Lead and SCD Evaluation Project Manager in dialogue with the Evaluation Steering Committee will agree on final milestones and deadlines at the inception phase.

Deliverables and Tentative Timeline

Deliverable / Milestones	Timeline
The study Team is contracted and commences work	13/01/2025
The study Team will facilitate a **workshop** with the relevant stakeholders at the commencement of the project to develop the inception report.	20/01/2025
The study Team will submit an **Inception Report** including: ■ Evaluation criteria, scope, and key evaluation questions ■ description of the methodology, including design, data collection methods, sampling strategy, data sources, and evaluation matrix against the key evaluation questions ■ data analysis and reporting plan ■ caveats and limitations of study ■ risks and mitigation plan ■ ethical considerations including details on consent ■ stakeholder and children communication and engagement plan ■ key deliverables, responsibilities, and timelines ■ resource requirements ■ data collection tools (in line with the evaluation matrix)	03/02/2025

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[1] If any Consultancy Service Provider, Freelancer or Contingent worker will have direct contact with children and/or vulnerable adults and/or beneficiaries and/or have access to any sensitive data on safeguarding and/or children and/or beneficiaries, it is the responsibility of the person receiving the consulting service to contact the local HR team and child safeguarding focal point to ensure vetting checks and on-boarding are conducted in line with statutory requirements, local policies and best practices guidance.

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Once the report is finalised and accepted, the evaluation team must submit a request for any change in strategy or approach to the Evaluation Manager from SCD.	
Final data collection tools (in the report language): ▪ Survey instruments, ▪ Data collection mechanism	17/02/2025
An **Interim Report / Power Point Presentation** including a summary of preliminary findings from the study. The focus will be on: ▪ Summary of interim findings ▪ Any emerging program issues or risks (if applicable) ▪ Any changes that have had to be made to the study design (if applicable) ▪ Key tasks for the next stage of the study	24/03/2025
A **Draft Evaluation Report** of **max 30 pages** excl. annexes including the following elements: ▪ Executive summary ▪ Background description of the Program and context relevant to the Study ▪ Scope and focus of the study, ▪ Overview of the study methodology and data collection methods, including a evaluation matrix ▪ Findings aligned to each of the key evaluation questions, ▪ Specific caveats or methodological limitations of the evaluation ▪ Conclusions outlining implications of the findings or learnings, ▪ Actionable recommendations, ▪ Annexes (Project logframe, study ToR, Inception Report, Study schedule, List of people involved), A consolidated set of feedback from key stakeholders will be provided by Save The Children within 3 weeks of the submission of the draft report.	14/04/2025
Final Study Report incorporating feedback from consultation on the Draft Study Report	28/04/2025

5. REPORTING AND GOVERNANCE

The Evaluation Team Lead is to provide reporting against the project plan. The following regular reporting and quality review processes will also be used:

- Verbal reporting each fortnight during fieldwork phase to the Evaluation Steering Committee & Save the children Denmark's Evaluation Manager by outlining progress made over the past two weeks.

The Evaluation Team Lead will attend fortnightly Evaluation Committee meetings.

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6. STUDY TEAM AND SELECTION CRITERIA

Requirements and Experience

To be considered, the study team members together must have demonstrated skills, expertise, and experience in:

- Designing and conducting outcome and impact evaluations in the education sector, including using experimental/quasi experimental design, and experience with Education System Thinking evaluations.
- Conducting ethical and inclusive studies involving children and child participatory techniques.
- Experience conducting evaluations in humanitarian contexts,
- Sound and proven experience in conducting evaluations based on OECD-DAC evaluation criteria, particularly utilisation and learning focused evaluations,
- Extensive experience of theories of change and how they can be used to carry out evaluations,
- Strong written and verbal skills in communicating technical and/ or complex findings to non-specialist audiences (especially report writing and presentation skills)
- Evaluation Team Leader (TL) must have more than 10 years' experience designing, conducting, and leading outcome/impact evaluations, including using experimental/quasi experimental design and including experience from East Africa, preferably Somalia/Somaliland,
- Evaluation Team must have one international technical education sector expert with more than 10 years of experience undertaking assessments and evaluations in the education sector, including experience from East Africa, preferably Somalia/Somaliland
- Evaluation team must have local Somaliland based consultant/s on board.

Financial Proposal

Save the Children seeks value for money in its work. This does not necessarily mean "lowest cost", but quality of the service and reasonableness of the proposed costs. Proposals shall include personnel allocation (role / number of days / daily rates / taxes), as well as any other applicable costs.

7. SCHEDULE OF PAYMENT

The following payments will be made to the consultant using and agreed mode of payment

- Upon approval of inception report and tools: 20%
- Upon submission of First Draft study Report: 30%
- Upon approval of final study report: 50 %

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8. ANNEXES

Annex 1: Full list of DAC evaluation criteria and associated questions to be applied:

Impact:

C. What has been the main, intended or unintended, negative and positive higher level socio-economic effects of more than ten years of support for the Education Sector in Somaliland?

D. Specifically, what are the specific and wider socio-economic effects in Somaliland from more than ten years of programme support to:

   d. *Access to safe quality equitable education in Somaliland.*
   - *How has the programme attributed/contributed to change in access to education in Somaliland?*
   - *How has the programme support to access to education contributed to wider socio-economic changes in Somaliland?*

   e. *Job creation in Somaliland*
   - *How has the programme attributed/contributed to change in job creation in Somaliland?*
   - *How has the programme support to job creation contributed to wider socio-economic changes in Somaliland?*

   f. *Education Systems Strengthening (Capacity building, changes in policy and legal framework) in the Education Sector in Somaliland*
   - *How and why has the programme contributed to change in the education system in Somaliland?*
   - *How and why has it contributed to strengthening education sector financing?*
   - *How the programme support to strengthening the education system contributed to wider socio-economic changes in Somaliland?*

   d. Specifically, what have the longer-term effects of the programme been on the following key programme impact indicators:

   a. *MOE&HS and education sector partners demonstrate a more harmonized approach to education service delivery in Somaliland.*
   b. *Fragmentation of financing in the education sector in Somaliland reduced and MOE&HS ownership of the processes strengthened.*
   c. *MOE&HS at all levels (central, regional, and school) have increased capacity to lead, regulate, and monitor the education sector.*
   d. *Gross Enrollment Rates for primary and secondary.*

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e. *Transition rates for primary to secondary and from secondary to university level.*
f. *Gender Parity Index for Gross Enrolment Rate, how has the program contributed to increasing the number of female teachers in the education sector workforce?*
g. *% of employed/self-employed youth and adults (disaggregated by sex) who demonstrated improvement in livelihood.*

Relevance

a. To what extent has the programme responded to Somaliland's Education Sector needs, priorities, and policies?
b. Has the programme implemented the most relevant interventions to address these sector needs?
c. To what extent has the programme meet the most relevant needs and priorities of affected people/programme participants, including marginalised groups (like girls, children with special needs etc.)?

Effectiveness

Access to safe quality equitable education
a. How many students and schools have been supported through 10 years of support?
b. What has the support meant to school infrastructure in Somaliland 2014-2024?
c. What has the support meant in terms of learning outcomes – reading, writing, math skills?
d. What has the support meant in terms of the resilience, protection, and wellbeing of learners?
e. What have been the effect of programme support on creating access to quality education to girls and children with special needs?
f. What has the support meant in terms of the quality of teaching?
g. What has the support meant in terms of the quality of school management?
h. How effective has the programme been in increasing the number of female teachers and female CEC members?

Job creation
a. How many young people have been supported and how have they been supported – main strands?
b. To what extent has the programme increased quality and meaningful participation of young people in the TVET?

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Somaliland Education System

a. To what extent have the management and coordination capacity of education institutions including the MoEHS' central and regional administrations and teacher training college been strengthened?

b. Policy influencing – how has the programme supported and contributed to policy changes and strengthening the legal framework within the education sector in Somaliland 2014-2024 - What have been main effects of these policy changes?

Efficiency

a. Has the programme delivered results in a timely and economic way? (Comparison to similar programme interventions)

b. Has the programme delivered Value for Money for participants? What are the most significant changes this programmes has affected for participants and what have been the relative costs of these?

Sustainability

a. How sustainable are the results achieved under each of the three areas of outcomes: access to education; job creation; policy/systems strengthening, including education sector financing.

b. To what extent has local ownership and local leadership and capacity been built? To what extent is there dependency on external financial and technical support and leadership?

c. To what extent have local partners (MoEHS and other key local partners) been involved and taken lead?

Coherence

a. Internal coherence:

- *What were/are the synergies and interlinkages between the intervention and other interventions carried out by MoEHS?*

- *How consistent is the programme interventions with international norms and standards to which that MoEHS adheres?*

b. External coherence:

- *How consistent has the programme been with other actors' interventions in the Education Sector in Somaliland.*

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- *To what extent does the programme compliment, and is harmonized and coordinated with others? To what extents is there duplication?*

Annex 2: List of project documents to be consulted

- HE I Final Proposal [PDF]
- HE II Final Proposal [PDF]
- HE II Final Logframe [PDF]
- HE III Final Proposal [PDF]
- HE III Final Logframe [PDF]
- HE IV Final Proposal [PDF]
- HE IV Final Logframe [PDF]

Annex 3: List of intervention schools

- List of intervention schools (District-Region) [PDF]

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