



TERMS OF REFERENCE

COMPREHENSIVE ASSESSMENT TO ADVANCING STABLE PEACE & SECURITY IN THE IGAD REGION OPPORTUNITIES, CHALLENGES AND REQUIRED CAPABILITIES

**CONTRACTING AUTHORITY:
INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT (IGAD)
PEACE AND SECURITY DIVISION(PSD)**

1. Background Information

1.1 Contextual synopsis

The IGAD region is a peninsula in East Africa, situated at the intersection of the Red Sea and the Indian Ocean, making it a vital geostrategic location. The IGAD region includes eight countries - Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, the Sudan, and Uganda and spans approximately 5.2 million square kilometres, features a diverse landscape that includes deserts, mountains, rivers, and coastlines. The IGAD region has a combined population of more than 280 million people, with a diverse economy that includes agriculture and natural resources. The IGAD region is home to over 400 ethnic groups with a rich cultural heritage and is a diverse array of ethnic groups, languages and traditions which contribute both to its richness and potential for conflict. The region faces environmental issues such as high poverty rates, drought, desertification, and the impact of climate change, which exacerbate socioeconomic and political instability.

With its long coastlines and international borders, the region is challenged by existing emerging, and evolving transnational security threats. It has also witnessed numerous conflicts, including civil wars and border disputes, and it is home to several million displaced people, including refugees and internally displaced people (IDPs). These conflicts have had a significant impact on the economic, political, and social conditions of the states, potentially affecting the entire region. Over the past five years and more, the region has undergone instability due to a variety of internal and external circumstances, notably the unrest in Ethiopia, Somalia, South Sudan, and the Sudan as well as external factor including its geostrategic location and historical high-level distrust among the countries in the region. The situation is further complicated due to the economic downturn, high levels of youth unemployment, low productivity, heavy debt burdens, and poor infrastructure damaged by internal conflicts, and exacerbating pressure on natural resources as a result of climate change and limited access to new technologies and innovations to tackle the multifaceted problems. On another front the porous nature of borders allows conflict spill over effects from neighboring states linked to the illegal cross-border movements and trans-national security threats such as terrorism, cross-border organized crime, movement of the small arms and Light weapons and other organized crime.

For many years, the IGAD member states, including those recovering from or at risk of violent conflict become more stable and economically integrated. Several of these member states now boast of improved economic prosperity and are important economic and security players for the IGAD region. Looking into the profiles of the countries while several development initiative are ongoing, seven of the eight countries in IGAD region — Djibouti, Eritrea, Ethiopia, Somalia, South Sudan, the Sudan, and Uganda — fall under the category of least developing nations. Of the seven, four— Ethiopia, Somalia, South Sudan, and the Sudan— have had internal instability for at least the previous five years and more. Over 8 million people have been displaced in Sudan alone, with over 2 million fleeing to neighbouring countries for safety. Many individuals have been internally displaced in certain member states as a result of conflict and natural catastrophes.

It is in this complex context that IGAD strives to deliver on its mandate of peace and security, necessitating core capabilities in the areas of Early Warning, Political affairs and Mediation, Tackling Transnational Security Threats, Promoting Democracy, Governance, and Human Rights, advancing post conflict reconstruction initiatives and cross-cutting issues such as the engagement of Women, Youth, and CSOs in peace and security.

Despite the challenges and ongoing complexities, IGAD has a proven track record in its efforts to resolve conflicts, and plays a crucial role in conflict mediation and peace-building such as the 2005 comprehensive peace agreement in Sudan, which ended one of Africa's longest conflicts; the establishment of Transitional Federal Government of Somalia in 2004; and the South Sudan peace process, which began in 2014. IGAD Member States are also major troop contributors to the African Union Transition Mission in Somalia (ATMIS), which is supporting the rebuilding of administrative and political institutions in Somalia.

The Division has been guided by successive five-year peace and security strategies since 2010. The current strategy, covering the period from 2021-2025, aims at supporting member states with the major strategic objectives that include: Early Warning and Response, Preventive Diplomacy and Mediation, Transnational Security Threats, Governance and Rule of Law, Post Conflict Reconstruction and Development and cross cutting issues with a central emphasis on Women's Roles in Peace Processes.

Thus, IGAD broadly aims to contribute to achieving sustainable peace, security, and stability for the attainment of economic integration and development of the region in line with the priorities of the African Peace and Security Architecture (APSA) and the Overall Objective of the IGAD Global Strategy, with continental and international frameworks such as the African Union's Agenda 2063 and the UN DG 2030.

In order to specifically tackle the peace and security threats, IGAD through its Peace and Security Division aims to achieve the following (2021-2025 Strategy):

- a. Enhanced capabilities of IGAD's Conflict Early Warning and Response Mechanism and its structures for credible data collection, quality analysis and dissemination of early warning to the member states for timely response.
- b. Institutionalized and proactive IGAD's engagement in preventive diplomacy, mediation, and peace building including assistance to countries emerging out of conflict mainly through the development of policies and strategies in line with the African Union Post Conflict Reconstruction and Development (PCRD) policy and the IGAD PCRD framework such that relapses into violence can be prevented.
- c. Enhanced capability to predict, prevent, and counter existing, emerging, and evolving transnational security threats in the region through the implementation of its existing regional Security Sector Programme on Transnational Security Threats and countering violent extremism.
- d. Improved IGAD's engagement in promoting the African Governance Architecture and other related instruments. This includes engagements in promoting democracy, rule of law and human rights, assistance to member states to harmonize their national instruments of governance, democracy,

human rights and elections in line with the Africa Governance Architecture such that risks of violent conflicts due to deficits in Good Governance are minimized.

- e. Enhanced engagement of Women, Youth, and CSOs in peace building.
- f. Effectiveness of the coordination mechanism with enhanced skills in partnership development, Monitoring and Evaluation, and Communications and visibility.

In terms of the institutional arrangements mechanisms/Units that include: the Conflict Early Warning and Response Mechanism (CEWARN), The IGAD Security Sector Programme (ISSP), The IGAD Centre of Excellence for Preventing and Countering Violent extremism (ICEPCVE), the IGAD Post Conflict Reconstruction and Development (PCRD), IGAD Red Sea and Gulf of Aden (RSGAS), Mediation Support Unit (MSU), IGAD Political Affairs Program (PAP) as well as Special Envoy's offices for Somalia, South Sudan and the Sudan which are mandated by the IGAD Council of Ministers have been in place strategically aligned to the specific objectives of the strategy to deliver on the aforementioned strategic objectives.

Given the on-going dynamics, as well as the complex transition and the need to align the next strategy to the regional context, the PSD intends to undertake an assessment that could lead to actionable recommendations. The analyses will be expected to primarily focus on PSD's capacity to respond and adapt to the fluid current situation in the IGAD region by looking at the context of the region, PSD's structure and management, relevance of the thematic areas and whether the current capacity is fit for purpose.

a. Rationale for a comprehensive assessment

In a region that is rapidly evolving, the Peace and Security Division must continuously assess its performance, identify strengths and weaknesses, and implement targeted initiatives to remain adaptable, competitive and relevant. This comprehensive assessment represents a crucial step in that journey to enhance organizational effectiveness, maximize resource utilization, and position IGAD in general, and the PSD in particular, for long-term success.

Furthermore, the 2021-2025 peace and security strategy identified Implementation Effectiveness as one of the key areas with particular emphasis on enhancing the internal coordination, synergy and linkages, improved partnerships with guided values and principles, enhanced communications and visibility, and improved Monitoring and Evaluation Mechanism.

The intended in-depth assessment of the current architecture is expected to examine the on-going processes, systems, structures, thematic areas and key performance indicators and provide realistic recommendations.

2. Objectives and Expected Results

The Overall Objective of the comprehensive assessment is **to critically examine regional dynamics and propose how to lead a resilient peace and security architecture.**

The Specific Objectives of this comprehensive assessment are to:

- **Undertake situational analysis of the IGAD region** that examines the context, ongoing inter/intra state conflicts and the emerging, evolving, and existing transnational security threats, efforts towards lasting peace and stability as well as the challenges linked to the attainment of the Peace and Security Strategic objectives;
- **Evaluate the current Institutional capabilities of the Peace and Security Division** and related program offices from the various perspectives including relevance, effectiveness, efficiency, and sustainability/organizational adequacy;
- **Assess the partnership environment in view of the changing** international dynamics, donors' interest, and the internal ability to ensure uninterrupted funding;
- **Evaluate the organization's strategic vision, goals, and initiatives** to ensure alignment across the demand of the member states, the Africa Union, the United Nation and other units, and functions, fostering a cohesive and collaborative approach to achieving long-term success (Strategic Alignment).

3. Expected Results and Deliverables

This report will serve as a roadmap for the organization, guiding the implementation of targeted initiatives and the development of the IGAD PSD strategy (2026-2030) as well as driving sustainable results and improvement.

The requested services and tasks to be performed and delivered by the Consultant(s) are:

- 4.1. **Inception Report:** Develop an inception phase report including outlining methodology, proposed scope and timeline, to be submitted for generating feedback to IGAD PSD. The IGAD Peace and Security Division will conduct in-house consultations to evaluate the proposal to the assignment's methodology, structure, and inception report, solicit feedback, and incorporate suggestions. (Attached is proposed **Outline of the Inception Report**). **The inception report should provide preliminary structure of the final report.**
- 4.2. **Comprehensive Assessment** - The assessment will include a detailed analysis. The analysis should cover four broader areas namely: Situational analysis, Organizational Assessment (PSD division insights), stakeholder analysis as well as recommendations for the Peace and Security Division action.
- 4.3. **Implementation Roadmap:** The final deliverable will include a detailed implementation roadmap, outlining the specific steps, timelines, and resource requirements necessary to execute the recommended initiatives. This will serve as a guiding framework for the organization to effectively implement the proposed changes and measure the impact of the assessment.
- 4.4. **Validation Workshop:** Present the result of the Comprehensive Assessment, findings, recommendations, and the implementation roadmap for validation. The validation workshop will be organised by IGAD-PSD and will be attended by Senior IGAD PSD staff, PSD Unit Heads and focal points from IGAD Member States. The validation workshop will be conducted on a virtual platform.

The consultant(s) is/are expected to provide:

- i. An inception report.
- ii. A first draft report that includes the comprehensive assessment for technical review by the IGAD team.
- iii. A second draft report that incorporates inputs/feedback from the IGAD team for validation.
- iv. A final report following validation that incorporates inputs obtained during the validation workshop.

4. Methodology

The comprehensive assessment will employ a multi-faceted, inclusive, transparent and participatory approach, involving a broad range of partners and stakeholders at both regional, national and sub-national levels, leveraging a combination primary and secondary data as well as quantitative and qualitative data sources to provide a well-rounded evaluation of the organization's performance and capabilities and will consider an analytical framework; a strategy for collecting and analyzing data; specifically, designed tools; an analysis matrix; and a detailed work plan. The individual or groups of individuals will develop the assessment approach and methodology, including corresponding tools for collecting data.

Qualitative Assessment: The qualitative evaluation will incorporate in-depth interviews with key stakeholders, including executive leadership, department heads, and frontline employees. This approach will provide valuable insights into the organization's culture, decision-making processes, and employee engagement, as well as capture anecdotal evidence and feedback that may not be reflected in numerical data.

The PSD comprehensive assessment process will involve four key phases of implementation. These are document review and analysis, field mission analysis and data collection, data analysis and report writing and dissemination.

The consultant/s is/are responsible to develop detailed methodology of the assignment as well as identify possible limitations and constraints during the data collection phase and present mitigating measures in the draft report.

5. Targeted Groups

The key stakeholders for this assessment will be IGAD Member States' national institutions, ministries, and agencies, the IGAD PSD and its units, as well as regional, continental, and international institutions working in the IGAD region's Peace and Security sector. This project should include several stakeholders from the private sector, civil society, academia, media, youth and women group organisations given their role in ensuring peace and safety, in the region as well as the United Nations, the European Union, and IGAD's development partners. The beneficiaries from this assessment are IGAD and its member states as well as IGAD's development partners.

6. Geographical coverage

The geographical scope will give more emphasis to the IGAD Region while paying due consideration the regions/countries and institutions who have stakes in the IGAD region as well as the geopolitical and geostrategic aspect of the region.

7. Project Management

The IGAD PSD is the responsible body for managing the contract. The project will be managed by the PSD under the leadership of the Peace and Security Director. The PSD Director will provide strategic guidance, allocate necessary resources, and serve as the primary decision-makers in the overall assessment process. The consultants will work closely with the contract manager who will provide day to day guidance during the processes.

Unit heads/directors/envoys and functional leaders will play a pivotal role in the assessment by providing subject matter expertise, facilitating data collection, and serving as key points of contact for their respective teams. Their participation will ensure that the assessment accurately captures the nuances and interdependencies within the organization, leading to more informed and impactful recommendations.

Engaging frontline employees, who have direct experience with the organization's day-to-day operations, will offer invaluable insights and feedback that can help refine the assessment's findings and proposed solutions. Their participation will foster a sense of ownership and buy-in, which is essential for the successful implementation of the recommendations.

8. Assumption and Risk

It is assumed that with the prospect of continued threats to peace and security in the region in general and the situation in some states in particular the data collection aspect of the assessment could be negatively affected. As part of mitigation measures, IGAD - PSD aims to engage with the IGAD member states and partners to assist the process as it aims at the better way of dealing with peace and security issue in the region.

It is assumed that with the prospect of continued threats by extremist forces, security, and instability challenge in the region, the assessment could be negatively affected. In addition, resource constraints should also impact the assessment. As part of mitigation measures, the IGAD PSD aims to engage/lobby IGAD member states to cooperate in the assessment and for partners to support/finance the assessment.

9. Logistics And Timelines

a. Location

The implementation of the project is within the IGAD region.

b. Start date & period of implementation of tasks

The assessment is schedule to begin in June 2025 and will last for three months.

10. Requirements

a. Key experts

- According to the specific objectives of the IGAD Peace and Security Strategy listed in Article 2 of this terms of reference¹, the consultancy firm shall recommend five consortium researchers who meet the requirements for the assessments. The composition of the consortium shall consider experts based on the thematic areas of Peace and Security strategy namely: Organisation development; CMPR; Trans-national Security; PCRD; Preventive Diplomacy and Mediation; and Governance, Rule of Law, Democracy and Human Right. The consultancy firm is expected to provide the experts with the following skills and experiences
- At least a master's degree or equivalent in organisation development, peace and security, international law, political science, organizational development, public policy, international relations, international security, international development, or other related fields. Holders of PhD will have an added advantage
- A minimum of ten years of demonstrated research experience and analysis, five of which in researching policies and strategies in the IGAD region.
- Knowledge of current international, continental, regional and national conventions policies and legal frameworks of Peace and Security related affairs.
- Proven knowledge and experience of the IGAD region especially in relation to the Peace and Security.
- Highly motivated, dynamic, and demonstrated experiences in coordination high-level consultations.
- Solid knowledge of geopolitics mainly in the Horn of Africa.
- Excellent teamwork and participatory process skills.
- Excellent interpersonal, communication and analytical skills including a proven record of accomplishment of interacting with senior politicians.
- Flexibility in unforeseen situations i.e., changes in schedules.
- Proven excellent oral and writing skills in English
- Sound planning and organizational skills
- Ability to negotiate diplomatically
- Experience in working with international organizations
- Hands-on experiences and skills on drafting policy options and recommendations

Note that IGAD has a robust gender equality policy. Thus, we strongly recommend gender balance in the composition of the experts.

11. Other experts, support staff & backstopping

N/A

12. Office accommodation

N/A

¹ Please See Annex 1 – IGAD Peace and Security Strategy 2021-2025

13. Facilities to be provided by the contractor

IGAD PSD will provide facilities as requested by the consultant while in duty station and in line with the contract agreement as requested by the consultant.

14. Equipment

No equipment is to be purchased on behalf of the contracting authority / partner country as part of this service contract or transferred to the contracting authority / partner country at the end of this contract. Any equipment related to this contract which is to be acquired by the partner country must be purchased by means of a separate supply tender procedure.

15. Reports

High quality draft and final reports are required upon submission of the report inline with article 3 - Expected Results and Deliverables. The report should be approved/certified by the designated officer in the contract for payment.

a. Submission and approval of reports

The Consultant is responsible for submitting the reports. The report referred to above must be submitted to the contract manager identified in the contract. The Contract manager is responsible for certifying and approving the final report.

b. Remuneration and Duration of the Contract Activity

Following the submission and approval of reports, the consultant is expected to request payment. Reports should be submitted in accordance with these terms of reference's. After completion of the service upon submission of the final report, payment of fees for tasks accomplished will be as per the following details:

No	Description	Payment %	Due Date
1	Upon approval of the inception report	20%	
2	Upon completion and approval of the final second draft comprehensive assessment, and the implementation roadmap report	40%	
3	Upon validation and approval of the final a detailed and comprehensive assessment and implementation roadmap report	40%	

16. Monitoring And Evaluation

c. Definition of indicators

Pre and post policy research feedback as well as the progress report of the research process will be used to measure progress towards achieving expected results

d. Special requirements

N/A

17. Reference documents

- IGAD Treaty
- IGAD Strategy 2021-2025
- The structure of the PSD
- PSD Strategy 2021-2025
- IGAD Global Strategy
- Research's, analysis/assessment done by the different IGAD Units
- National, Regional and International reports
- Project proposals
- Organogram
- SOPs, including HoMs
- Audit and Compliance reports
- Communiques
- Special Envoys Terms of Reference
- Peace Agreements