



**NAÇÕES UNIDAS**  
**CABO VERDE**



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# **EVALUATION OF CABO VERDE UNDAF 2018-2022**

**TERMS OF REFERENCE**

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## **PREAMBLE:**

The Terms of Reference (ToR) of the United Nations Development Assistance Framework ([UNDAF](#)) 2018-2022 Evaluation defines the parameters of the evaluation process. Specifically, it outlines the purpose, objectives and scope of the evaluation, the methodology to be utilized, the composition of the Evaluation Team and their respective roles and responsibilities, the expected deliverables, timeline and budget. The ToR also serves as the basis of the contractual arrangement between the Resident Coordinator Office (RCO) and the evaluators or the Evaluation Team to conduct the evaluation. It is important that the entire UNDAF Evaluation process be accessible<sup>1</sup> to everyone involved.

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<sup>1</sup> The evaluation process will be accessible if information and communication across all phases are offered in accessible formats. For more information on accessible formats refer to the [UNSDG Knowledge Portal with Resources for UNCTs on disability inclusion](#).

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## 1. INTRODUCTION

As the 2018-2022 United Nations (UN) Cabo Verde planning cycle comes to an end, UN rules and procedures call for the evaluation of the current United Nations Development Assistance Framework (UNDAF). The evaluation typically starts at the beginning of the penultimate year before the end of the cycle. It is a joint UN review, conducted with national partners, of the overall results expected from UN cooperation in the country.

The evaluation will not only assess the achievements of the UN against the outcomes and outputs identified in the UNDAF, but also measure efficiency of the resources used, alignment with evolving national priorities and challenges. The evaluation will thus be critical in assessing the ability of the UN system to pull together capacities resources and assets from across the UN Development System.

It will also allow for a thorough analysis of all the UN system and its partners, within a systemic approach, on the basis on which the next planning cycle can be built. It will inform and provide recommendations for the next United Nations Sustainable Development Cooperation Framework (UNSDCF).

In this sense, the evaluation will be especially relevant in the context of the UN Sustainable Development System Reform that calls for the UNDAF, now called UNSDCF or Cooperation Framework (CF) in short, to be the main strategic planning document to guide all UN activities in a country.

According to the global guidelines based on the General Assembly resolution 72/279, the CF will be the vehicle for UN impact at country level. It will thus need to reinforce its focus on national ownership and Government co-leadership; its ability to facilitate partnership building (shifting the approach away from assistance); its inclusiveness, to make sure no one is left behind in the implementation of the Agenda 2030; its role in catalysing Sustainable Development Goals (SDG) financing (shifting its approach away from funding); and its focus on economic transformation, including solutions for a thriving, just and sustainable economy. **The evaluation of the current UNDAF is the first step in the elaboration of Cabo Verde's CF 2023-2027. It will therefore be forward looking and provide critical insights to understand if the UN System in Cabo Verde is**

**fit for purpose to deliver on the promise of the SDGs and recommendations for improvement, building on its current strengths and achievements.**

This leads to a second important feature of this specific evaluation: the COVID-19 context. The evaluation happens at a time of many challenges and competing priorities, characterized by a high level of uncertainty. The evaluation will assess the impact of COVID-19 on the context in which the UN cooperation takes place, and on UN actions, to better prepare its support to COVID-19 recovery and new path towards sustainable development, within a new planning cycle (2023-2027) at the heart of the [Decade of Action \(2020-2030\)](#).

To respond to these great expectations, the evaluation will provide evidence based, data driven sophisticated analysis. The standard Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) criteria of relevance, effectiveness, efficiency, impact and sustainability of results will be followed, as well as the key issues of design, focus and comparative advantage of the UN System to guide its objectives and key questions.

The main users of the Evaluation will be the UNDAF partners, i.e. the United Nations Country Team (UNCT) and the Government of Cabo Verde in a first place, as well as international development partners in country, and when relevant civil society organizations, academia and private sector entities.

## **2. COUNTRY CONTEXT AND UNDAF HIGHLIGHTS**

By ensuring transparent elections and democratic alternation throughout 45 years of independence, Cabo Verde stands out as a relevant example in the region. Based on this strong institutional framework and well-functioning checks and balances, education and health systems reached indicators well above regional average. After a slow recovery post-2008 crisis, growth took off in 2016 and was relatively high at 4,7% annual average until 2019 included, mainly driven by tourism (25% of Gross Domestic Product (GDP) and trade<sup>2</sup>.

However, since the graduation from a low income to a middle income country (2007) and the global economic crisis (2008), most indicators in governance and human capital has been stagnating, reflecting the difficulties for domestic public finance and Foreign Direct Investment (FDI) to take over on Official Development Assistance (ODA) in a challenging context, characterized by both structural constraints as a Small Island Developing State (SIDS) – small domestic market and fiscal basis, relative isolation and fragmentation, high per-capita cost of services, among others – and a growingly adverse conjuncture – global economic shocks, impact of climate change, and COVID-19 pandemic.

Cabo Verde was one of the first countries globally, amidst the COVID-19 crisis, to take immediate action to stabilize employment and income, ensure food security, and provide care for the most

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<sup>2</sup> All data featured in this section comes from Cabo Verde Voluntary National Review 2021

isolated. It was also among the first to install a multi-sectoral response coordination platform, conduct an impact assessment, and develop a first draft response and recovery plan. Yet, Cabo Verde is amongst the countries where the socioeconomic impact is greatest. Tourism revenues decreased by 70% leading to a negative growth of 14.8%. Poverty increased by 1% in 2020 and 36% of the population was experiencing food insecurity in the second semester of 2020, despite the cushion provided so far by fiscal measures and remittances (+ 4,5% in 2020, reaching 12.6% of GDP). Unemployment doubled to reach 20%. Public revenues decreased by 25%, and ODA was cut by half between 2020 and 2021, further limiting fiscal space for response, recovery, and sustainable development. Public debt rose from 124,5 to 155% of GDP, making Cabo Verde the sixth country as per public debt to GDP ratio.

Despite the impact of the pandemic, Cabo Verde maintained its historical commitment to human development, ensuring continuity in good governance – with municipal elections in October 2020 leading to peaceful alternation in major cities and an increase in 20% of elected women –, and human capital development – through the increase of social protection coverage (from 5,000 to 28,000 families), the strengthening of the health system, and the implementation of the education reform (free and compulsory education until 12th grade). Some gender gaps have been narrowing in terms of literacy, access to education and health. Some encouraging signals are the renewed dynamics in FDI (+15,5% in the first quarter of 2021<sup>3</sup>), or decreasing inequalities: despite the crisis, the proportion of the population living on less than 50% of the median income has fallen from 15% in 2015 to 5.2% in 2020.

Cabo Verde's priorities have been defined in a broad, participatory process started before and finalized after the COVID outbreak: [Ambition 2030](#). Human capital, digitalization of public administration and businesses, renewable energies, blue economy, and sustainable tourism have been identified as the five SDGs accelerators. Four transversal challenges have been defined: climate change, regional development and convergence between islands, justice and human security, and gender equality and youth empowerment.

### **UNDAF 2018-2022 background**

The Cabo Verde UNDAF covering 2018-2022 is the instrument that articulates the commitment of the United Nations to support Cabo Verde to realize its development agenda and attainment of the SDGs. It has been a partnership and accountability framework that guide UN's advocacy and resource mobilization efforts in supporting the national attainment to the SDGs and 2030 Agenda for the country.

The UNDAF was built on Cabo Verde's aspirations and vision expressed in the country's commitment to the 2030 Global Agenda for Sustainable Development. As such, it is aligned with the

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<sup>3</sup> Banco de Cabo Verde, [Quadros estatísticos sector externo](#), 2021

Government's Programme for the IX Legislative term, the country's Strategic Plan for Sustainable Development ([PEDS](#)) 2017-2021, the Agenda 2063, the priorities of the SAMOA Pathway responding to the specificities of SIDS, and responds to jointly identified national strategic priorities, focusing on the UN comparative advantage.

The UNDAF development process was also inspired by the UN Reform Agenda with emphasis on a unified UNCT, and Delivery as One (DaO) approach – Cabo Verde anticipated at an early stage the UN reform in becoming the first and only country until today to establish a Joint Office (JO) in 2006, comprising UNDP, UNFPA and UNICEF and two years later, in 2008, becoming one of the initial eight DaO pilot countries: “One Program, One Leader, One Budget Framework, One Office and One Voice”. Accordingly, it was developed in an inclusive manner and a consultative process under the leadership of the One UN Joint Steering Committee, co-chaired by the Minister of Foreign Affairs (MoFA) and the Resident Coordinator (RC) bringing together seventeen agencies (both resident and non-residents), funds and programmes in close collaboration with the UNCT, including the participation and involvement of various sectors of the public administration, both at central and municipal level, as well as civil society, academia, private sector and international development partners in country.

The UNDAF was informed by an independent and objective Common Country Assessment (CCA) prepared in 2017-2018, which identified the key challenges and opportunities for achieving the SDGs at the country level. The CCA was elaborated in close consultation with the Government, and other key national and international stakeholders and partners. The UN in Cabo Verde prepared a new CCA in 2020 that will be updated after the UNDAF Evaluation in the end of the year to inform UN strategic planning in an ever-changing environment.

This current UNDAF is based on a situation analysis of the main development issues in the country, reflection on UN's comparative advantages and lessons learned from the implementation of the previous UNDAFs. **It is structured in the five key pillars of the 2030 Agenda known as the five Ps – People, Planet, Prosperity, Peace and Partnership –, and is fully aligned with the integrated vision of the Agenda for the Sustainable Development and its 17 SDGs and the key principle of “Leaving No One Behind” (LNOB), as well as the principles of human rights, gender equality and women empowerment, sustainability and resilience, and accountability.**

The five UNDAF outcomes that are organized according to the five Ps structure comprises the following five axes of cooperation: (1) Sustainable development of human capital (2) Sustainable management of natural resources and biodiversity (3) Economic transformation, and sustainable and inclusive growth, (4) Governance, public policy and justice, and (5) Mobilization, coordination, and efficiency of development resources. The specific contribution of UN agencies to each Outcome is defined through a series of 26 Outputs that are in line with the Outcomes. The outcomes are supporting the Government to accelerate the economic transformation of Cabo Verde and contribute

to an empowered, productive, and healthy nation as a SIDS and Lower Middle-Income Country (MIC).

This UNDAF represents exclusively the entirety of the UN's activities in Cabo Verde and it is therefore the UN's One Programme for the UN System in country. Fifteen agencies that are currently participating in UNDAF provide coherent, effective and efficient support to address key development challenges, complementing the considerable support of bilateral and other multilateral partners. UN agencies in partnership with the Government as the key implementing partner among other key stakeholders, implement the UNDAF through joint and flagship programmes. The implementation of the framework is guided by 1-year annual costed Joint Annual Work Plans (JWPs), reviewed at the end of each year informing future JWPs. They are prepared by the UN, the Government and partners, and are annually signed by the RC and the MoFA, representing the Government.

The UNDAF and its JWPs comprise a comprehensive planning and monitoring and evaluation system that includes a framework of Specific, Measurable, Achievable, Realistic and Timebound Outcomes and Outputs and Key Activities complemented by a Monitoring and Evaluation (M&E) Matrix which includes indicators, baselines and targets. Since 2018, when Cabo Verde became a pilot country in the implementation of UN INFO<sup>4</sup> system, the UNDAF implementation in country has been monitored online and in real time. UN INFO brought innovation with the digitization of the JWPs, with the generation of automatic thematic reports, harmonization of reporting, conversion of data into easy-to-analyse visualizations through public and private Dashboards that allows a timely follow-up and evaluation of the joint implementation of the UN in Cabo Verde.

For the next programming cycle, the Cooperation Framework should reflect the nature of the contemporary relationship between Governments and the UN development system in their collaboration to achieve the SDGs. The current UNDAF is set to expire at the end of 2022 and the UN Sustainable Development Group (UNSDG) requires that all UN country offices to undertake an evaluation of their UNDAFs in the penultimate year of the programming cycle. In Cabo Verde's case it will start in September 2021 and therefore its final deliverable will be the Evaluation Report that will inform the next CF.

The UNCT through the RCO, is responsible in ensuring that the final independent evaluation of the UNDAF is conducted on time and the process will be technically supported. The analysis and recommendations of the evaluation will inform the formulation of the new Cooperation Framework, helping to define programme content as well as effective management and partnerships.

### **3. OBJECTIVES AND SCOPE OF THE EVALUATION**

The UNSDG requires all UN country offices to undertake an evaluation of their Programme of Cooperation (or UNDAFs) in the penultimate year of the programming cycle. To this end, the UN

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<sup>4</sup> UN INFO is an online planning, monitoring and reporting platform that digitizes the UNDAF/CF

Evaluation Group (UNEG) in collaboration with UN Development Coordination Office (DCO) has issued guidance on the required Management Structure and Terms of Reference (ToR) to ensure quality standards are maintained. The planned UNDAF Evaluation must observe the parameters of the UNEG/DCO guidance, whilst ensuring an inclusive approach which involves stakeholder representatives in key decision-making processes. This is critical to ensure the Evaluation is nationally owned, encompasses topics of national interest and has application in the wider national sphere.

1. The evaluation will support greater accountability of the UNCT to UNDAF stakeholders for the achievements and non-achievements of agreed results in support of the PEDS 2027-2021. Using the initial 2017/18 CCA and UNDAF theory of change as a benchmark and targets outlined in the results framework, the UNDAF Evaluation will assess whether expected results have been achieved, if other unintended results are observed, and whether the UNDAF made a worthwhile, coherent, sustainable and cost-efficient contribution to collective UN system outcomes and Cabo Verde's development processes to achieve the 2030 Agenda and its 17 SDGs.
2. To support greater learning and improve planning and decision making, the evaluation will provide clear recommendations for strengthening programming results, specifically informing the planning and decision-making for the next UNSDCF cycle and for improving United Nations coordination at the country level. The Evaluation will focus on a critical inquiry and learning process to improve future performance while informing the visioning exercise, UNCT configuration, theory of change and the strategic prioritization process of the next Cooperation Framework cycle.

### 3.1. Objectives:

The general objective of the Evaluation is to assess the relevance of the current UNDAF, results achieved, the processes that have led to realization or non-achievement of results and the collective comparative advantage of the UN system in the country. Given the UN mandates on human rights and gender equality and their inclusion as key programming principles for UNDAF, a main objective of the Evaluation will be **an assessment of the human rights and gender mainstreaming** within its key objective as well as the other programming principles: Results-Based Management (RBM), environmental sustainability and capacity development. Special focus will be put on the support to the Government and to vulnerable groups to “leave no one behind” in the sustainable development process. The LNOB Assessment (2020) can serve as a reference in this exercise.

**Specifically, the UNDAF Evaluation should address the following objectives:**

1. To ensure accountability of UN actions to stakeholders.
2. To provide lessons learned and deliver clear recommendations to inform the development of the next cycle.



3. To serve for decision making on UN actions and/or partnership at all levels (UNCT, national Government, other UN partners in country, UNDCO and Agencies at regional and global level, etc.).

### 3.2. Scope of the Evaluation

In line with the UN System's mandate to promote national ownership and capacity development, the Evaluation is country-led. National partners, both within Government and civil society, co-determine what is to be evaluated, jointly assess the quality of the Evaluation and application to the wider national sphere.

Considering that the UNDAF represents the UN approach and framework for supporting national development priorities in Cabo Verde, the Evaluation will focus on the UNDAF outcomes as outlined in each of the 5 UNDAF Strategic Result Areas and the low-level outputs. While the relevance and efficiency criteria will cover the whole UNDAF approach, the effectiveness and sustainability criteria will focus on the UNDAF Outcomes and outputs.

Considering that most of the UN agencies Country Programme (CP)s have been implemented under the umbrella of the UNDAF, the UN agencies undertaking evaluations of their country programmes will coordinate their CP evaluations with the UNDAF Evaluation. The UNDAF Evaluation will also use results of these CP evaluations and other assessment undertaken during the UNDAF period to highlight the UN agencies contribution to the UNDAF and establish the link between results at output and outcome levels.

The Evaluation will cover all **geographical areas** as intended areas of coverage and reach by the UNDAF, at national level (Cabo Verde) and in all 10 Islands and all 22 municipalities. In terms of **thematic areas**, it will cover all five pillars of the UNDAF : (1) Sustainable development of human capital (2) Sustainable management of natural resources and biodiversity (3) Economic transformation, and sustainable and inclusive growth, (4) Governance, public policy and justice, and (5) Mobilization, coordination, and efficiency of development resources. Within this scope, it will ensure a special focus on thematical areas of particular relevance for the next programming cycle, such as human capital development, the blue economy (especially blue/green job creation), the Leave No One Behind approach (socioeconomic and political inclusion and gender equality), and the localization of the SDGs (UN action at local level). In terms of **temporal scope**, the evaluation will cover the whole UNDAF period to date: first quarter 2018 to third quarter of 2021, including support to COVID-19 response.

Given that the realisation of the UNDAF outcomes involves several partners, establishing a causal linkage between the development intervention and the observed result (attribution) may prove problematic. The Evaluation will therefore consider the *contribution* of the UNCT to the UNDAF outcomes in light of national strategies and actions to support the planned change.

Analysis should combine qualitative and quantitative tools. The Evaluation might consider using a pre/post comparison design approaches and/or theory of change approaches and, therefore, does not lend itself to specifically attributing effects to the UNDAF. It should draw on a variety of data collection methods, including but not limited to a comprehensive desk review (synthesis and data analysis) of existing studies, surveys and evaluations conducted by UN agencies, including past or on-going CP evaluations and their partners during the current UNDAF cycle as well as documents from the Government on national policies and strategies; semi-structured key stakeholder interviews; surveys; focus groups; outcome mapping and observational visits. Outcome leads and Results Groups members could provide additional information on relevant data sources by outcome.

#### 4. EVALUATION CRITERIA AND QUESTIONS

The objectives will be guided by a set of **Evaluation Questions** indicatively outlined below. The Evaluation Questions will be further analysed and finalised at the inception phase of the Evaluation and as part of the evaluation framework.

##### CRITERIA:

- a) Assess the **relevance/adaptability** and **coherence** of the UNDAF (i) in relation to the issues and their underlying causes and challenges identified by the CCA 2017/18 undertaken at the beginning of the UNDAF programme cycle and in the context of national development priorities - as outlined in Cabo Verde's PEDS and longer-term national sustainable development strategy "Cabo Verde Ambition 2030" - and (ii) as a reflection of the internationally agreed goals, particularly those in the SDGs, and international norms and standards guiding the work of agencies of the UN system and adopted by UN member states:
  1. To what extent did the UNDAF priorities aligned with the national development plans and Agenda 2030 taking into account the human rights principles and other UN programming principles?
  2. To what extent and in what ways have the comparative advantages of the UN organization been utilized in the national context (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?
- b) Assess the **effectiveness** of the UNDAF in terms of progress towards agreed UNDAF outcomes:
  3. What progress has been made towards the realization of UNDAF outcomes as a contribution to the achievement of SDGs in Cabo Verde, by strengthening of national capacities, building partnerships, promoting innovations and the realization of human rights and promoting gender equity and equality, including through national execution of programmes and / or the use of national expertise and technologies?
  4. Which are the main factors that contributed to the realization or non-realization of the outcomes, and to their net benefits over time?
- c) Assess the **efficiency** of the UNDAF as a coordination and partnership framework:

5. To what extent and in what ways has UNDAF contributed to mutualize synergies among UN agencies' programmes; enhance partnerships and strategic alliances to ensure efficiency in joint programming and delivery of UNDAF results?

d) Sustainability:

6. What mechanisms, if any, did UNDAF established to ensure socio-political, institutional, financial and environmental sustainability ?
7. To what extent would the UNDAF gains would contribute to the realization of SDGs, implementation of the PEDS and the national implementation of internationally agreed commitments and UN Conventions and Treaties.

In addition to the above criteria, the Evaluation will refer to:

8. UN Coordination and Value Addition of Delivering as One: The extent to which UN Coordination and DaO has created or encouraged synergies among agencies, optimal results, and avoidance of duplication?
9. Partnerships: How well has the UN used its partnerships (with civil society/private sector/national and local Government/parliament/national human rights institutions/gender equality advocates/international development partners) to improve performance?
10. Risk Mitigation: Did the UN undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost? How were risks and assumptions addressed during the implementation of programmes and projects?
11. Responsiveness: How adequately has the UN during planning and implementation of the UNDAF responded to changes in national priorities and additional requests from national counterparts and shifts caused by major external factors and evolving country context (e.g. natural disaster, droughts, national elections, pandemic)?
12. Coordination: To what extent did the UNCT coordination mechanism and synergies with the national government promoted or challenged delivery?

## 5. METHODOLOGY; APPROACH; AND QUALITY ASSURANCE AND ASSESSMENT

**UNDAF Evaluations are country-level evaluations. As such, the UNDAF Evaluation will be jointly commissioned and managed by the UNCT and the Government through the joint Gov/UN joint Steering Committee.**

The evaluation will use a combination of document reviews, analysis of other quantitative secondary data, individual interviews with key informants and focus groups or other types of group discussion to collect data.

The Evaluation Team will develop the evaluation methodology in accordance with the evaluation approach and design tools to collect appropriate data and information as strong, evidence-based answers to answer the overall evaluation questions. The methodological design will include: an

analytical framework; a strategy for data collection and analysis; specially designed tools; an evaluation matrix; and a detailed work plan.

**Sampling approach:** A systematic purposive sampling approach should be used to select programmes (joint workplans; UN agencies CPDs; etc) that will be covered in the scope of the evaluation. The selected programmes should have sufficient level of transformational intent (depth, breadth and size) and maturity. The purposive sampling approach will also be used to target groups and stakeholders to be consulted. The selection will be informed by the portfolio analysis and stakeholder mapping undertaken during the inception phase of the evaluation. This analysis will yield information on the relevant initiatives and partners to be part of the evaluation (including those that may not have partnered with the UNCT but play a key role in the outcomes to which UNDAF contributes). The evaluation team should clearly outline the sample selection criteria and process, and any potential bias and limitations.

The sampling technique should ensure that the selected samples adequately reflect the diversity of stakeholders of the intervention and pay special attention to the inclusion, participation and non-discrimination of the most vulnerable stakeholders. Failing to do so may affect the credibility and technical adequacy of the information gathered.

**Representativity:** Sampling will make adequate consideration of the 14<sup>SDG</sup>, different socioeconomic categories), then the choice of entities/partners/structures and other categories of informants to be interviewed according to the intervention area (outcomes; outputs) of the UNDAF.

**Data Collection:** The evaluation will use quantitative and qualitative approaches, including literature review, statistics at national and local levels, survey data, semi-structured interviews, direct observation, focus groups and workshops.

**Quality Assurance:** The data collected should be subjected to a rigorous quality assurance for validation purposes, using a variety of tools including triangulation of information sources and permanent exchange with the UNDAF implementation entities at Country Office level.

**Evaluation Matrix<sup>5</sup>:** The Evaluation Team will use the template of the evaluation matrix provided by the Evaluation Manager to systematically structure and consolidate the data collected for each of the evaluation questions. This matrix will allow them, among other things, to identify the missing data and thus fill the gaps before the end of the collection. This matrix will also help to ensure the validity of the data collected.

**Participation and Inclusion:** This evaluation should be conducted using a participatory and inclusive approach<sup>6</sup>, involving a wide range of partners and stakeholders. The Evaluation Team will carry out a stakeholder mapping in order to identify the direct and indirect partners of the UNDAF, specifically targeting United Nations organizations and representatives of the national Government.

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<sup>5</sup> Annex 2

<sup>6</sup> An inclusive approach entails ensuring the key groups are involved and that everyone involved has access to the same information on an equal basis.

Stakeholders mapping may include civil society organizations<sup>7</sup>, the private sector, other multilateral and bilateral cooperation organizations and, above all, the beneficiaries of the implementation of the UNDAF.

**Contribution Analysis** (based on the “Theory of Change”): The evaluation will be conducted on the basis of a theoretical approach, which means that the evaluation methodology will be based on a careful analysis of the expected results, outputs and contextual factors (which may affect the implementation of the UNDAF interventions) and their potential to achieve the desired effects. The analysis of the UNDAF’s theory of change and the reconstruction of its intervention logic, if necessary, will therefore play a central role in the design of the evaluation, in the analysis of the data collected throughout the evaluation, in communicating results and in developing relevant and practical conclusions and recommendations.

The Theory of Change Analysis should be limited to the soundness of the agencies’ and joint workplans outputs to the outcome level and SDG indicators. Evaluators will base their evaluation on the analysis and interpretation of the logical consistency of the results chain: linking programme outputs to changes at a higher level of outcomes, based on observations and data collected during the process along the result chain. This analysis should serve as a basis for the judgment of the evaluators on the contribution of the current UNDAF to the achievement of the outcome level results as targeted by the UNDAF.

**Finalization of the Evaluation Questions and Assumptions:** The Evaluation Team will finalize the evaluation questions after consultations with the evaluation steering committee and thematic groups. The final evaluation questions should be a reasonable number, generally not exceeding 15. They should clearly reflect the evaluation criteria as well as the indicative evaluation questions listed in this Terms of Reference. They should also take advantage of the results of the reconstruction of the intervention logic of the UNDAF. The evaluation questions will be included in the Evaluation Matrix (see Annex 2) and should be supplemented by sets of hypotheses that capture the key aspects of the intervention logic associated with the scope of the question. Data collection for each of the assumptions will be guided by clearly formulated quantitative and qualitative indicators, also indicated in the matrix.

## 6. EVALUATION PROCESSES

The Evaluation will be conducted in **five phases**:

### a) Preparation:

- i. Collection of all reference materials: The UN RC Office, in close consultation with UNDAF Results Groups, UNCT members, will compile a list of background materials,

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<sup>7</sup> In line with the UN Disability Inclusion Strategy, it is particularly important to include Organizations of Persons with Disabilities in your outreach to civil society organizations, as they are often forgotten and represent an important stakeholder group.

documents, and reports relevant to the UNDAF Evaluation, and make them available in a single (virtual) space.

- ii. UN agencies will be expected to provide input prior to the UNDAF Evaluation: Information will be collected on the progress towards UNDAF outcomes made by each agency and the evidence that exists, thereby improving evaluability of the UNDAF.
- iii. Identification and selection of the Evaluation Team of consultants: The UN RC Office, in collaboration with the UNCT collaboration as needed, will take lead selecting the Curriculum Vitae of consultants for the position of UNDAF Evaluation Team. The Team will be composed of an Evaluation Team Leader (Senior/International Consultant), a Junior evaluation expert (first junior consultant) and a thematic expert (second junior consultant). The Evaluation Team Leader will be the only formal interlocutor of the RC Office and will be responsible for all the deliverables. The junior consultants will provide preparatory work and inputs to each of the deliverables with intermediary products such as mappings, data compilation, organization and/or animation of focus groups, etc.). While the first junior consultant (evaluation expert) will bring her/his overall expertise in evaluation to this preparatory work and intermediary inputs, the second junior consultant (thematic expert), will include information, analysis, stakeholders, etc. from her/his particular area of expertise, i.e the environmental dimension of sustainable development, with a special focus on climate change impact and adaptation, biodiversity protection and disaster risk reduction. This area of expertise has been identified on the basis of its importance in the UNDAF 2018-2022.
- iv. Once the Evaluation Team is engaged, a preparatory meeting will take place with the UNCT to ensure clarity on the expectations, scope, and the evaluation questions. This informal meeting is different from the inception meeting.
- v. Towards the end of the preparation phase, the Evaluation Team will share a draft inception report and theory of change of the evaluation with the UNCT, who will provide comments on the proposed methodology. The inception report should include a (i) stakeholder mapping, (ii) the final list of evaluation questions, (iii) the evaluation matrix, (iv) the overall evaluation design and methodology, (v) a detailed description of the data collection plan including a detailed concrete and realistic schedule of the focus groups, workshops and interviews, and the specific responsibilities of each one in this evaluation.

**b) Design Phase:**

- i. Desk review of reference material: The Evaluation Team Leader will review the reference documents, reports and any other data and information provided by the RCO under the direction of the UNCT. S/he will be supported in this task by the junior consultants (see table of responsibilities). The Junior thematic expert will provide inputs to any intermediary or final product in his/her area of expertise, namely environmental issues, with a special focus on climate change impact and adaptation, biodiversity and disaster risk reduction. The Evaluation Team Leader will share a document featuring some overall assumptions and findings to be further reviewed through

interaction with UN agencies and partners. Based on this document, a short, informal handbook will be drafted for the meetings, interviews and focus groups (participants, principles, questions, expected results). These different products will together form the inception report, including a mapping of stakeholders to be involved in the evaluation (with contact details), a detailed timeline for the different phases, a general bibliography and list of tools to be used, and an outline for the evaluation document.

**c) Field Phase:**

- i. Main data collection mission: The Evaluation Team will conduct agreed-upon interviews/group discussions/meetings with stakeholders. Invitation to the meetings and focus groups will need to be sent by the Evaluation Team Leader, in coordination with the RCO, at least three days in advance, and after confirming the availability of the participants on the foreseen date.
- ii. At the end of the data collection phase, the evaluation consultant will provide the UNCT with a debriefing presentation, to validate preliminary findings, conclusions and/or recommendations, including preliminary answers to the evaluation questions.

**d) Reporting Phase:**

- iii. The UNDAF Evaluation consultant will conduct further data analysis based on all information collected and prepare a draft Evaluation Report within two weeks upon completion of data analyses phase. The Evaluation consultant will submit the draft report to the UNCT. The draft and final UNDAF Evaluation Report will be written in accordance with these Terms of Reference, and the UNEG standards.
- iv. Review of the draft report and finalization of the report: The draft UNDAF Evaluation Report will be submitted for factual correction and feedback to the UNCT, giving at least one week to UN agencies to give their inputs on the draft. A validation workshop with the key national stakeholders and UN will be organized, to present the final UNDAF Evaluation results and discuss way forward. The draft of the evaluation integrating UNCTs inputs and comments will be sent to the participants in the validation workshop at least one week before the workshop, for key national stakeholders to come prepared to share their inputs and comments. These inputs and comments will then be integrated in the final draft.

**e) Management Response; Dissemination and use Phase:**

- i. The UNCT, together with the RCO, will conduct follow-up activities, as guided by their respective processes and mandates.
- ii. Evaluation findings and recommendations will be disseminated in collaboration with the UN communications Group (UNCG)
- iii. Implementation of a follow-up plan and management response, focusing on the design of a new Cooperation Framework will be developed. The follow-up plan will determine

a process for ensuring that lessons learned are incorporated into the next Cooperation Framework programming cycle.

- iv. The UNDAF Evaluation will be commissioned and overseen by the UNCT and the Government. Day-to-day evaluation management will be ensured by the RCO staffs working closely with the agencies' staffs with some roles as below:

Key Actors	Roles and Responsibilities
UNCT	<ul style="list-style-type: none"> <li>▪ Ensure decisions are made on time</li> <li>▪ Approve ToR and final report</li> <li>▪ Commission and oversee the Evaluation</li> <li>▪ Provide all the document information sources the evaluation consultant requires</li> <li>▪ Clarify questions raised during the Evaluation</li> <li>▪ Ensure coordination and coherence with CPDs evaluations from other agencies</li> <li>▪ Develop a follow-up plan and management response to the Evaluation and ensure the implementation of committed actions</li> </ul>
RC Office	<ul style="list-style-type: none"> <li>▪ Facilitate procurement, selection and recruitment of the Evaluation Team</li> <li>▪ Compile documents for desk review</li> <li>▪ Review the evaluation methodology and provide comments to the Evaluation Team</li> <li>▪ Day-to-day management, in close coordination with the UNCT</li> <li>▪ Ensure close communication with the Evaluation Team during the whole evaluation process</li> <li>▪ Provide technical advice to the process</li> <li>▪ Provide technical inputs and comments on the main deliverables of the Evaluation, including the design, draft, and final reports,</li> <li>▪ Facilitate communication between the Evaluation Team and the UNCT</li> <li>▪ Facilitate dissemination of Evaluation Reports to stakeholders</li> <li>▪ Guide the evaluation process at the design, implementation, and reporting stages</li> <li>▪ Review draft reports and provide technical input</li> <li>▪ Support the UNCT in the development of a management response</li> </ul>
Evaluation Team Leader	<ul style="list-style-type: none"> <li>▪ Lead the evaluation process in a timely manner</li> <li>▪ Produce and submit on time the inception report</li> </ul>



	<ul style="list-style-type: none"> <li>▪ Conduct the meta-analysis and the overall assessment of the relevance criteria</li> <li>▪ Overall responsibility for producing the UNDAF Evaluation Report and for quality and timely submission of the report to the UNCT</li> <li>▪ Communicate with RCO whenever it is needed</li> <li>▪ Produce the final report</li> </ul>
<b>Evaluation Team (junior consultants)</b>	<ul style="list-style-type: none"> <li>▪ Contribute to the inception report with a stakeholder mapping, a list of documents and tools to be used and a proposal for a timeline</li> <li>▪ Conduct desk review and interviews</li> <li>▪ Communicate with the Evaluation Management Group on a regular basis and highlight progress made and challenges encountered</li> <li>▪ Contribute to the draft and final report of the evaluation</li> </ul>

## 7. EXPECTED DELIVERABLES

1. **Inception Report** should include a stakeholder mapping shared by the UN agencies, the final list of evaluation questions, the evaluation matrix, the overall evaluation design and methodology, a detailed description of the data collection plan including a detailed and realistic schedule for desk reviews and focus groups/interviews, and a description of the roles and responsibilities of all involved. The Inception Report should be submitted to the RCO at least 5 days before the start of the Evaluation process.
2. **Debriefing Presentation** to be presented and discussed with the UNCT, synthesizing the main preliminary findings and answering the evaluation questions.
3. **Power Point Presentation** of main findings of the evaluation for and during Stakeholders validation.
4. **The Evaluation Report**, which should be based on two draft Evaluation Reports and one final draft preceding the final report, considering potential comments from the UNCT and input from the stakeholder’s validation workshop. The Evaluation Report should comprise a standalone executive summary, a set of clear, forward-looking, and actionable recommendations logically linked to the findings and conclusions, and identify lessons learned.

All deliverables will be drafted in English and will be considered the property of the UN.

## 8. WORKPLAN AND INDICATIVE TIME SCHEDULE OF DELIVREABLES

Activities	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Preparation for the UNDAF Evaluation	X						

Development and approval of the ToRs by UNCT		X					
Procure and recruit the Evaluation Team			X	X			
Mapping of stakeholders				X			
<b>Inception Phase</b>							
Undertake Self-Assessment – Desk Review				X			
Inception meeting between the Evaluators and the UNCT				X			
Evaluation consultants develop the inception report					X		
Evaluator submit and present the inception report to UNCT					X		
<b>Data collection phase</b>							
Hold interviews, discussions, and briefing meetings on the field					X		
Presentation of preliminary findings to UNCT					X		
1 <sup>st</sup> and 2 <sup>nd</sup> draft of the Evaluation						X	
Stakeholders validation workshop						X	
<b>Final report</b>						X	
Follow-up phase							X
Development of Management Response							X
Prioritization in line with new Cooperation Framework							X

## 9. MANAGEMENT OF EVALUATION

The UNDAF Evaluation Team will work under the guidance of the **UNDAF Evaluation Management Group (EMG)** which will function as the guardian of the independence of the evaluation. The EMG will be led by an Evaluation Task Manager, the RCO Team Leader, which will be responsible for the day-to-day implementation of the evaluation and management of the evaluation budget. The EMG will consist of a Head of UN Agency or representative, RCO staff, M&E officers/experts (UN INFO Focal Points) from UN agencies, one representative from the Ministry of Foreign Affairs and one representative from the Ministry of Finance. The EMG members will be appointed by the UNCT and the Government.

The UNDAF Evaluation will be conducted under the leadership of the **ONE UN Steering Committee** and close collaboration with the UN Resident Coordinator’s Office and the UNDAF Results Groups. National and local stakeholders’ participation will be sought from the beginning of the process through a series of meetings and workshops that will take place towards the end of the UNDAF Evaluation process with UN partners: public entities, civil society organizations, academia, and the private sector. A final workshop will be held to validate and provide further input to the findings, conclusions, and recommendations of the Evaluation.

The overall approach of the Evaluation will be participatory and oriented towards learning. A mixed method approach of data collection which will involve open and semi-structured interviews with key stakeholders, a comprehensive review of documents (both from the Government on national

policies and strategies as well as from UN agencies), a synthesis and analysis of data from regular programme monitoring from agencies as well as agencies' field visits will be adopted throughout the Evaluation. Reviews or evaluations of agency supported programmes will feed into the UNDAF Evaluation. All findings will be supported with evidence. Triangulation will be used to ensure that the information and data collected are valid.

#### a) **Composition and qualifications of the Evaluation Team and the expected deliverables**

The Consultancy will be composed of one Senior International Consultant (Team Leader) and two National Consultants. The duration of the consultancy is 45 working days for each consultant as outlined in the time frame.

**The team should *collectively*, led by the Team Leader, be able to demonstrate:**

- A strong record in designing and leading complex, multi-sectorial programme evaluations, using a wide range of evaluation approaches
- Technical competence in undertaking complex Gender Equality and Human Rights responsive evaluations which involve use of mixed methods, preferably with a solid record of leading and contributing to UN agency evaluations
- Ability to assess the application of the five UN Programming Principles: human rights (the human rights-based approach to programming, human rights analysis and related mandates within the UN system), gender equality (especially gender analysis), environmental sustainability, results-based management, and capacity development.
- Experience in evaluating management structures cohesiveness, responsiveness and procedural approach.
- Prior experience in working with multilateral agencies
- Knowledge of the UN role and UN programming at the country level, particularly UNDAF, encompassing development and humanitarian assistance
- Understanding of DaO principles and processes.
- Extensive experience of qualitative and quantitative data collection and analysis methods
- Process management and facilitation skills, including ability to negotiate with a wide range of stakeholders.
- Excellent communication and interview skills
- Proficiency in English and Portuguese (written and spoken)
- Demonstrated ability to deliver quality results within strict deadlines.
- Knowledge and experience from working in Cabo Verde is considered a strong asset

#### b) **Education/competencies**

The **Evaluation Team Leader** will lead the entire evaluation process, working closely with the other team member. S/he will conduct the evaluation process in a timely manner, communicate with the

EMG on a regular basis and highlight progress made and challenges encountered. S/he will be responsible for submission of draft and final report. S/he must possess the following:

- Post-graduate degree in development studies/international development, international relations, political science, governance and public policy, social sciences, or any other related field
- Minimum of 7 years' experience in Evaluation in developing countries
- Documented experience in managing and leading complex UN and international partners evaluations, including UNDAF if possible and a solid understanding on the use of evaluation methodologies
- Substantive knowledge of development issues, especially related to Governance and Equitable Growth/Poverty Reduction, addressed by the UNDAF, and understanding of the development challenges and sensitivity in Cabo Verde
- Substantive knowledge of Gender and Human Rights issues addressed by the UNDAF; including strong skills and experience in applying with human rights based and gender mainstreaming approaches.
- Demonstrated capacity in strategic thinking, problem solving and policy advice
- Previous experience working in Cabo Verde or similar settings in the region is an advantage
- Strong inter-personal, teamwork and organizational skills
- Excellent presentation and drafting skills, especially writing Evaluation Reports (Sample reports done from previous evaluations is a mandatory requirement)
- Fluency in written and spoken English is a must, and Portuguese is an advantage

The first **National Consultant/Team Member** (evaluation expert) will contribute to the evaluation process substantively through data collection and analysis and drafting. S/he will share responsibilities for conducting the desk review, interviews and field visits to project sites. S/he will provide substantive inputs to the inception report as well as to the draft and final reports. S/he must possess the following:

- Graduate degree in development studies/international development, international relations, political science, governance and public policy, social sciences, or any other related field
- Minimum of 3 years' experience in projects evaluation and understanding on the use of evaluation methodologies
- Knowledge of development issues, especially related to Governance and Equitable Growth/Poverty Reduction and understanding of the development challenges and sensitivity in Cabo Verde
- Knowledge of Gender and Human Rights issues, including skills and experience in applying with human rights based and gender mainstreaming approaches.
- Experience working in Cabo Verde or similar settings in the region

- Strong inter-personal, teamwork and organizational skills
- Excellent presentation and drafting skills, especially writing Evaluation Reports (Sample reports done from previous evaluations is a mandatory requirement)
- Fluency in written and spoken Portuguese, knowledge of English is an advantage

The second **National Consultant/Team Member** (thematical expert) will contribute to the evaluation process substantively through the integration of her/his environmental expertise in the intermediary inputs provided by the evaluation Teams, and in the review and finalization of the deliverables. S/he will share responsibilities for conducting the desk review, interviews and field visits to project sites, integrating environmental issues – especially related to climate change, biodiversity and/or disaster risk reduction – in these activities and their outputs. S/he will provide substantive inputs to the inception report as well as to the draft and final reports. S/he must possess the following:

- Graduate degree in environmental sciences, or any other related field
- Minimum of 3 years’ experience in policy advice and/or projects management on environment protection and sustainable use of natural resources
- Knowledge of development issues, especially related to including climate change, biodiversity and disaster risk reduction and understanding of the development challenges to these issues in Cabo Verde
- Experience working in Cabo Verde or similar settings in the region on environmental issues
- Strong teamwork skills
- Fluency in written and spoken Portuguese, knowledge of English is an advantage

### c) Evaluation Criteria for the consultants

The following criteria will be used to select the Senior consultant suitable for the assignment:

Criteria	Weight	Max. Point
	100%	100
Post-graduate degree in development studies/international development, international relations, political science, governance and public policy, social sciences, or any other related field	5%	5
Minimum of 7 years’ experience in Evaluation in developing countries	10%	10
Documented experience in managing and leading complex UN and international evaluations, including UNDAF, and a solid understanding on the use of evaluation methodologies	30%	30

Substantive knowledge of development issues, especially related to Governance and Equitable Growth/Poverty Reduction, addressed by the UNDAF and understanding of the development challenges and sensitivity in Cabo Verde	10%	10
Excellent presentation and drafting skills, especially writing Evaluation Reports (Sample reports done from previous evaluations is a mandatory requirement)	5%	5
Substantive knowledge of Gender and Human Rights issues addressed by the UNDAF; including strong skills and experience in applying with human rights based and gender mainstreaming approaches.	10%	10
Total technical proposal	70%	70
Financial Proposal	30%	30
<b>Total (Maximum obtainable points)</b>	<b>100%</b>	<b>100</b>

The following criteria will be used to select the first Junior consultant suitable for the assignment:

Criteria	Weight	Max. Point
	100%	100
Graduate degree in development studies/international development, international relations, political science, governance and public policy, social sciences, or any other related field	5%	5
Minimum of 3 years' experience in projects evaluation and understanding on the use of evaluation methodologies	10%	10
Knowledge of development issues, especially related to Governance and Equitable Growth/Poverty Reduction and understanding of the development challenges and sensitivity in Cabo Verde	30%	30
Experience working in Cabo Verde or similar settings in the region	10%	10
Excellent presentation and drafting skills, especially writing Evaluation Reports (Sample reports done from previous evaluations is a mandatory requirement)	5%	5
Knowledge of Gender and Human Rights issues, including skills and experience in applying with human rights based and gender mainstreaming approaches	10%	10
Total technical proposal	70%	70
Financial Proposal	30%	30
<b>Total (Maximum obtainable points)</b>	<b>100%</b>	<b>100</b>

The following criteria will be used to select the second junior consultant suitable for the assignment:

Criteria	Weight	Max. Point
	100%	100
Graduate degree in environmental sciences, or any other related field	5%	5
Minimum of 3 years' experience in policy advice and/or projects management on environment protection and sustainable use of natural resources	25%	10
Knowledge of development issues, especially related to including climate change, biodiversity and disaster risk reduction and understanding of the development challenges to these issues in Cabo Verde	30%	30
Experience working in Cabo Verde or similar settings in the region on environmental issues	15%	10
Total technical proposal	70%	70
Financial Proposal	30%	30
<b>Total (Maximum obtainable points)</b>	<b>100%</b>	<b>100</b>

## 10. Evaluation payment schedule

The following payment schedule is foreseen:

Key Deliverables	Payment schedule/amounts
1. Inception Report Includes detailed Evaluation Work Plan, Evaluation Matrix & Tools	30% of total value of contract (upon approval of report)
2. Draft Evaluation Report <i>To be assessed using UNEG Quality Checklist</i>	30% of total value of contract (upon approval of report)
3. Final Evaluation Report Maximum of 45 pages plus essential annexes. The report shall include an executive summary of not more than 3 pages. PowerPoint presentation with summary finding to be shared with relevant stakeholders <i>To be assessed using UNEG Quality Checklist</i>	25% of total value of contract (upon approval of report)
4. Dissemination products (summary report, factsheet and ppt)	15% (upon approval)

## 11. BIBLIOGRAPHY

### Initial list of documents and websites to be consulted by the Evaluation Team:

- [UN Cabo Verde website](#)
- [UN Country Team Composition](#)
- [Cabo Verde UNDAF 2018-2022](#) (English and Portuguese)
- Joint Work Plan ([JWP](#)) 2018
- Joint Work Plan ([JWP](#)) 2019
- Joint Work Plan ([JWP](#)) 2020
- Joint Work Plan ([JWP](#)) 2021
- [Cabo Verde common Country Analysis \(CCA\) 2017](#)
- [Cabo Verde Common Country Analysis \(CCA\) 2020](#)
- [Plano Estratégico de Desenvolvimento Sustentável \(PEDS\) 2017-2021](#)
- [UN Country Team Results Report 2020](#)
- [SEIA - Avaliação Rápida de Impacto Socioeconómico – COVID-19 PCNA+ \(Fase 1\)](#)
- [UN Framework for the Immediate Response to the Socio-Economic Impact of COVID-19 - Monitoring 18 indicators](#)
- [Cabo Verde Voluntary National Review \(VNR\) 2018](#)
- [Cabo Verde Voluntary National Review \(VNR\) 2021](#)
- [Cabo Verde Ambição 2030: Declaração de Compromisso pelo Desenvolvimento Sustentável](#)



## 12. ANNEXES

### Annex 1: Evaluation Matrix Template

Evaluation Question 1: To what extent...			
Assumptions <sup>8</sup> to be assessed	Indicators	Sources of Information	Methods and tools for data collection
Assumption 1			
<p><i>Evaluators must fill in this box with all relevant data and information gathered during the field phase in relation to the elements listed in the “assumptions to be assessed” column and their corresponding indicators. The information placed here can stem from: documentary review, interviews, focus group discussions, etc. Since the filled matrix will become the main annex of the final evaluation report, the evaluation team leader and evaluation manager must ensure that all of the information displayed:</i></p> <ul style="list-style-type: none"> <li>• <i>Is directly related to the indicators listed above</i></li> <li>• <i>Is drafted in a readable and understandable manner</i></li> <li>• <i>Makes visible the triangulation of data</i></li> <li>• <i>Has source(s) that are referenced in footnotes</i></li> </ul>			
Assumption 2 <i>(See example in Tool 1)</i>			
Assumption 3 <i>(See example in Tool 1)</i>			
Evaluation Question 2: To what extent...			
Assumptions to be assessed	Indicators	Sources of Information	Methods and tools for data collection

<sup>8</sup> Assumptions are interfaces between the evaluation question and the data sources. It narrows the evaluation question further by specifying what evaluators should focus on and what they should check precisely when attempting to answer the question.

Assumption 1 <i>(See example in Tool 1)</i>			
Assumption 2 <i>(See example in Tool 1)</i>			
Assumption 3 <i>(See example in Tool 1)</i>			
<b>Evaluation Question n: To what extent...</b>			
<b>Assumptions to be assessed</b>	<b>Indicators</b>	<b>Sources of Information</b>	<b>Methods and tools for data collection</b>
Assumption 1 <i>(See example in Tool 1)</i>			

**Annexes to be listed after**

1. **UNEG ethical code of conduct**
2. **UNCT composition and programmatic areas**
3. **National stakeholders by area of intervention**
4. **Short outline for the structure of the evaluation report**
5. **Management response template**
6. **UN approved editing guidelines**