

TERMS OF REFERENCE

EVALUATION OF CABO VERDE'S (CPV) UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF) 2012-2016

Type of contract: Individual Contract

Post level: International Consultant

Languages required: English and Portuguese; French an asset.

Duration of initial contract: 30th May to 15th July

Country: Praia, Cabo Verde

1. BACKGROUND

Cabo Verde is one of eight pilot countries originally identified for the implementation of the "Delivering as One" initiative, as part of the UN reform. Adopted in Cabo Verde in 2008, this initiative is based on five principles - one program, one budget, one leader, one voice and one office, the United Nations House. In this sense, the majority of UN operations in the country are part of one unique program, benefiting from the expertise and experience of a total of 19 resident and non-resident agencies, funds and programs serving the priorities identified jointly with the country's development actors.

Under the initiative "Delivering as One", the Government of Cabo Verde has decided to work with the United Nations system by capitalizing on the strengths and comparative advantages of the different members of the UN family, so as to increase the impact of the intervention of the United Nations system through more coherent programs, reduced transaction costs for both national partners also for the United Nations system.

The Cabo Verde United Nations Development Assistance Framework (UNDAF) for the 2012-2016 period, extended until end of 2017, is the response of the United Nations System (UNS) to national priorities as defined in the Documento Estrategico para o Crescimento e a Redução da Pobreza III (PRSP III), and through sectoral policies and programs.

The UNDAF 2012-2017 is the result of the UN reform at country level, to ensure a collective, coherent and integrated response to national priorities and is accompanied by a UNDAF Action Plan, which aims to operationalize the strategic UNDAF results.

The UNDAF identifies a set of priorities aimed at contributing to the consolidation of a fair and integrated development of the country and based on the UN System's comparative advantages. These priorities are centered on four main results:

- 1 - Inclusive growth and poverty reduction;
- 2 - Consolidation of institutions, democracy and citizenship;
- 3 - Reducing inequalities and disparities;
- 4 - Environmental sustainability and adaptation to climate change.

The desired outcomes for each of these pillars are defined according to the following cross-cutting principles of the UN programming: results-based management, human rights-based approach, gender equality, environmental sustainability and capacity development. They reflect national priorities and are based on the comparative advantages of the UN System in Cabo Verde. In formulating these strategic outcomes, particular attention was given to the specific needs of vulnerable populations and in promoting equal opportunities for the acquisition of individual rights.

The Cabo Verde UNDAF (2012-2017) describes the different coordination and management bodies, namely: (i) the Delivering as One Steering Committee, comprised of the Government of Cabo Verde, the UN system in Cabo Verde and representatives of civil society, (ii) the UN Country Team, (iii) the Program Management Team (PMT) made of leaders and co-leaders of the pillar groups, the Office of the Resident Coordinator and head of the UNCT Thematic Working Groups, (iv) four pillar groups (results' groups) and (v) five cross-cutting working groups (Human Rights and Gender, Monitoring and Evaluation, Health and HIV-AIDS, Operations, and Communication).

The government and the UN are involved in an ongoing active dialogue, based on the exchange of good practices and lessons learned, promoting integration of the two systems of monitoring and evaluation, as recommended by the Paris Declaration on Aid Effectiveness. Setting up effective and consistent monitoring and evaluation mechanisms was seen during the examination of the last One UN program as the priority of the Government of Cabo Verde.

It is in this overall context and framework that the Cabo Verde UNCT together with the Government decided to undertake an evaluation of the present UNDAF 2012-2017.

2. SCOPE OF WORK, RESPONSABILITIES AND DESCRIPTION OF THE PROPOSED ANALYTICAL WORK.

A. Purpose

The UN Development Group (UNDG) requires all UN country offices to undertake an evaluation of their respective UNDAF in the penultimate year of the programming cycle. To this end, the UN Evaluation Group (UNEG) in collaboration with UN Development Operations Coordination Office (DOCO) has issued guidance on the required Management Structure and Terms of Reference to ensure quality standards are

maintained¹. The planned evaluation of the Cabo Verde UNDAF must observe the parameters of the UNEG/DOCO 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.

The purpose of the evaluation is twofold:

- i) **To support greater accountability of the UN to stakeholders** – by objectively verify results achieved within the framework of the UNDAF and assessing the effectiveness of the strategies and interventions used, the evaluation will enable the various stakeholders in the UNDAF process, including national counterparts and donors, to hold the UNCT and other parties accountable for fulfilling their roles and commitments.
- ii) **To support learning** – the evaluation must provide clear recommendations for strengthening programming and results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle and for improving United Nations coordination at the country level. The UN, the Government of Cabo Verde and UNDAF international and national stakeholders should be able to learn from the process of documenting good practices and lessons learned which can then be shared with UN DOCO and used for the benefit of other countries.

B. Objectives

The evaluation of the Cabo Verde UNDAF has four key objectives:

1. **Assess the contribution made by the UN** through the UNDAF to national development priorities and results, including international and regional commitments on human rights and gender equality, through making judgements using evaluation criteria based on evidence.
2. **Identify the factors that have affected the UN's contribution**, identifying, understanding and explaining the enabling factors and bottlenecks that influenced this contribution (learning).
3. **Reach conclusions concerning the UN's contribution** across the scope being examined.
4. **Provide actionable recommendations for improving the UN's contribution**, especially for incorporation into the new UNDAF. These recommendations should be logically linked to the conclusions and draw upon lessons learned identified through the evaluation, including a review of the UNDAF management structure and processes to identify good practice going forward.

C. Scope

The UNDAF integrates the joint development assistance of the UN System in Cabo Verde, with a focus on building the capacity of the Government of Cabo Verde to undertake its responsibilities as the primary duty bearer as well as support to empower rights-holders to claim their rights. In response to national

¹ <http://www.undg.org/docs/12720/UNDAF%20ToR%20Guidance%20OCT%2022%20Draft.pdf>

priorities, the UN in Cabo Verde supports the Government in four inter-linked and mutually reinforcing priority areas: Inclusive growth and poverty reduction; Consolidation of institutions, democracy and citizenship; Reduction of inequalities and disparities; Environmental sustainability and adaptation to climate change.

The evaluation will review delivery and achievement of results across all 12 programme Outcomes, contributed to by 17 UN Agencies. However, a number of agencies are undertaking programme/Outcome specific evaluations in early 2015, namely UNDP, UNFPA and UNICEF (CPPD Final Evaluation) as part of the Joint Office² and possibly other agencies, to which could also be added the conclusions and recommendations from the 2016 UNCT Gender Scorecard.

Therefore, rather than re-evaluating these areas, the evaluation will integrated existing analytical reviews and focus on those areas not already evaluated and build on the thematic evaluations, bringing all areas together under a common evaluation framework. In addition to this, the evaluation will build on the national review process of the PRSP. As the UNDAF is the primary document for supporting the Government national development plan, the consultant will be expected to work closely with the consultant(s) conducting the national review and collaborate and work jointly to reduce duplication of efforts (for example, share consultation meetings) with national and international stakeholders.

The evaluation should also include analysis of the mainstreaming of the five UN programming principles: human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) and examine DaO as an overall strategy.

D. Methodology

The evaluation should be a forward-looking strategic programmatic evaluation that assesses performance against the given programme framework and provide lessons learned for the next UNDAF. The UN contribution should be evaluated against national development outcomes contained in the results framework. As such, and in line with the UN System's mandate to promote national ownership and capacity development, the evaluation is country-led, with national partners, both within Government and civil society, co-determining what is to be evaluated, jointly assessing the quality of the evaluation and its application to the wider national sphere. The overall approach should be participatory and orientated towards learning how to jointly enhance development results at the strategic national level. The Evaluation should also be gender and human rights responsive and should conform to UNEG norms and standards for evaluations, as well as ethical guidelines.

² In January 2006, in response to the Triennial Comprehensive Policy Review (TCPR) and ECOSOC the Executive Committee of the United Nations Development Group (UNDP, UNFPA, UNICEF and WFP) and the Government of Cabo Verde established a Joint Office for the United Nations Funds and Programmes in Cabo Verde. The primary objectives were to achieve a more coherent Programme delivery at the country level and to achieve a significant reduction in the administrative and procedural costs of the organizations to their national partners.

The primary focus of the evaluation will be at the strategic Outcome level. As the assessment will be undertaken during the penultimate year of the UNDAF, it will not be a standard summative evaluation and will require some degree of anticipation in terms of the likelihood of Outcome delivery. The standard set of evaluation criteria across all UNDAF evaluations is to be used, namely:

i) **Relevance** - The extent to which the objectives of UNDAF are consistent with country needs, national priorities, the country's international and regional commitments, including on human rights³, and the recommendations of Human Rights mechanisms (including the treaty bodies, special procedures and UPR), sustainable development, environment, and the needs of women and men of all ages, young people, boys and girls and most vulnerable groups in the country. To what extent was the UNDAF informed by substantive human rights and gender analyses that identified underlying causes and barriers to Human Rights and Gender Equality?

ii) **Effectiveness** - The extent to which the UN contributed to, or is likely to contribute to, the outcomes defined in the UNDAF and to the degree to which were the results were equitably distributed among the targeted groups. To what extent was a human rights based approach and a gender mainstreaming strategy incorporated in the design and implementation of the UNDAF? Did the intervention contribute to empowerment of rights holders, especially women and young people, to claim and duty bearers to fulfil Human Rights and Gender Equality standards? The evaluation should also note how the unintended results, if any, have affected national development positively or negatively and to what extent have they been foreseen and managed.

iii) **Efficiency** - The extent to which outcomes were achieved with the appropriate amount of resources and maintenance of minimum transaction cost (funds, expertise, time, administrative costs, etc.). The extent to which resource allocation took into account or prioritized most marginalized groups including women and girls. To what extent were adequate resources provided for integrating Human Rights and Gender Equality in the UNDAF?

iv) **Sustainability** - The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed. In particular, if the transition from developing *individual* capacity in the short-term to creating *institutional* capacity in the long-term has been made. The range of requirements should be considered, including creation of technical expertise, financial independence and mechanisms through which rights-holders may participate in and assert the fulfilment of their rights. To what extent did the UNDAF contribute to developing an enabling environment (including capacities of rights holders and duty bearers) and institutional changes to advance Human Rights and Gender Equality issues?

³ Core human rights treaties, including International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, International Convention on the Elimination of All Forms of Discrimination, Convention to Eliminate All Forms of Discrimination Against Women, Convention on the Rights of Persons with Disabilities, Convention on the Rights of Children etc.

v) **Impact** – Assess the changes in the well-being of individuals, households and communities attributed to the UNDAF. Identify the changes that have occurred and provide accountability of the UN system. It will also provide feedback to help improve the design of the next UNDAF.

During assessment, using the above criteria, the evaluators should identify the various factors that can explain performance. Where these factors have been identified as UNDAF outcomes in their own right, they should be considered as both results and enabling factors. The evaluators must include reference to:

1. **UN Coordination and Value Addition of Delivering as One** - The extent to which UN Coordination and DaO created or encouraged synergies among agencies, optimal results and avoidance of duplication? The extent to which harmonization measures at the operational level contribute to improved efficiency and results? Factors that facilitated or adversely impacted upon implementation and commitment to the DaO approach.

2. **UN Programming Principles** - To what extent were the UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) considered and mainstreamed in the chain of results? Were any shortcomings due to a failure to take account of programming principles during implementation? Were adequate resources (both agency specific and One UN Fund) allocated to enable the application and implementation of UNDAF programming principles and related results?

3. How well did the UN use its **partnerships** (with civil society/ private sector/ local government/ parliament/ national human rights institutions/ gender equality advocates/ international development partners) to improve performance? To what extent was the “active, free, and meaningful” participation of all stakeholders (in particular vulnerable groups including women and girls) ensured in the UNDAF process?

4. Did the UN undertake appropriate **risk analysis** and take appropriate actions to ensure that results to which it contributed are not lost?

5. **Responsiveness** - How adequately did the UN during planning and implementation of the UNDAF respond to changes in national priorities and to additional requests from national counterparts, as well as to shifts caused by major external factors and evolving country context (e.g. natural disaster, elections)?

6. To what extent did the UNDAF **Governance and Management Structures** promote or challenge delivery? Could outcome groups be better defined and operationalized in future?

The evaluation will not use a pre/post comparison design and, therefore, does not lend itself to specifically attributing effects to the UNDAF. The UNDAF evaluation should draw on a variety of data collection methods, including but not limited to:

- document review;

- semi-structured key stakeholder interviews;
- surveys;
- focus groups;
- outcome mapping; and,
- observational visits.

These should be identified based upon availability, logistical constraints (travel, costs, time, etc.) and ethical considerations. Data should be systematically disaggregated by sex, age, geographical region, and to the extent possible, other contextually-relevant markers of equity. It is anticipated that the inception report will include an evaluation matrix linking the data collection methods to the evaluation criteria and questions. Analysis should combine qualitative and quantitative tools, triangulating information sources and findings where possible for validation purposes.

E. Institutional Supervision

The ultimate ownership of the evaluation belongs to the UN Country Team, together with the Government of Cabo Verde. Three distinct groups will intervene in support of the UNDAF evaluation process:

- A UNDAF Task Team, composed of staff from the RC Office, resident and non-resident agencies (including gender and human rights advisory capacity) and direct national counterparts (National Direction of Planning and National Direction for Politic Affairs and Cooperation) will facilitate a day-to-day management of the UNDAF Evaluation process
- The Programme Management Team (PMT) will provide technical feedback at the different stage of the report production process.
- Final approval will be awarded by the UN Country Team (UNCT), in charge of the overall guidance and strategic oversight for the evaluation process, in close collaboration with key national stakeholders (e.g. through the Delivering as One Steering Committee) and development partners.

F. Report Requirements

The Consultant must prepare an inception report that operationalizes the design elements of the ToRs. The report should include the results of a desk review, description of evaluation methodology/methodological approach, data collection plan, additional data collection tools and analysis methods, key informants, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. The report should also include an evaluability assessment, foreseen limitations and risks, and resource requirements. In addition, the inception report should propose a methodologic approach on how to ensure articulation of UNDAF Evaluation efforts with the concomitant Joint Office CCPD Evaluation process. To facilitate the development of the inception report a list of documents will be provided in to the evaluators. The PMT, with support from the UNDAF Task Team, will review and provide substantive comments to the report, before being formally approved by the UNCT.

The Consultant must then proceed with data collection and analysis. This process should be made in close consultation with the UNDAF Task Team who will ensure coordination with the PMT and the UNCT. Preliminary findings should be presented to the PMT and UNCT. Based on their feedback, a final report should be produced, in accordance with UNEG Norms and Standards. Once the evaluation report has been validated by the UNCT and shared with main national partners, it will be made publicly available through posting on the UNDG and One UN Cabo Verde websites. The UNCT will develop a management response to the evaluation recommendations, including a timeframe and responsibilities for follow up. Lessons learned from the evaluation will be extracted and disseminated in order to contribute to strategic planning, learning, advocacy and decision-making at all levels, including for the formulation of the UNDAF successor document.

Key Deliverables	Payment schedule/amounts
Inception Report Includes detailed Evaluation Work Plan, Evaluation Matrix & Tools	3rd June 2016 20% of total value of contract (upon approval of report)
Draft Evaluation Report Max. 30 pages (English), including Executive Summary (5 pages), main conclusions, key lessons learned and key recommendations for the next UNDAF. To be assessed using UNEG Quality Checklist.	1st July 2016 40% of total value of contract (upon approval of report)
Final Evaluation Report Max. 30 pages (English) plus essential annexes and 2,500 word Executive Summary (submitted in hard and soft copy). To be assessed using UNEG Quality Checklist	15th July 2016 40% of total value of contract (upon approval of report)

3. REQUIREMENTS FOR EXPERIENCE AND QUALIFICATIONS

Education:

- Master's degree in International Development, Public Administration, Evaluation, Social Research or related field

Experience:

- Minimum 10 years' experience of conducting complex evaluations, including at least one UNDAF evaluation and one Gender Equality and Human Rights responsive evaluation.
- Extensive experience of qualitative and quantitative data collection and analysis methods
- A strong record in designing and leading evaluations, using a wide range of evaluation approaches
- Strong understanding of the United Nations system and UNDAF programming processes and procedures
- 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.

- Understanding of DaO principles and processes
- Familiarity of national planning processes.
- Experience of the Cabo Verdean context is desirable.
- Strong management, communication, interview and writing skills
- Excellent communication and interview skills
- Demonstrated ability to deliver quality results within strict deadlines

Skills:

- Process management and facilitation skills, including ability to negotiate with a wide range of stakeholders
- Excellent analytical skills;
- Excellent interviewing, facilitation and presentation skills; and
- Recruitment Qualifications;
- Ability to operate in a multicultural environment with political sensitivity and an ability to meet deadlines;
- Proficiency in English and Portuguese; French an asset

4. APPLICATION PROCEDURE & DOCUMENTS TO BE SUBMITTED

Interested individual consultants must submit the following documents/information to demonstrate their qualifications on or before **24th May 2016 at 15:30 hours, Cabo Verde time**, to the following email address: procurement@cv.jo.un.org and reference: **IC UNDAF Evaluation**.

The submission should include the following documents:

1. Technical Proposal - explaining why they are the most suitable for the work, providing a brief methodology on how they will approach and conduct the work, and highlighting their relevant work experience and skills for the assignment
2. A financial proposal (lump sum) including the fees, travel costs (in particular for missions, living allowance and others) considered inherent to the consulting. The financial proposal shall indicate the overall amount of the proposed all-inclusive (LUMPSUM), and shall be presented according to the breakdown costs as per template provided in Annex. The fees shall be set taking into account the level and degree of consultant's experience according to the United Nations standards and depending on the range they have adopted.
3. The consultant's Curriculum, mentioning detailed qualifications, experience and skills. UN P.11 form filled. References specified in P11 should be available and containing information for reference check, at least 3.
4. A letter confirming the interest and availability for the consultancy (Template for Confirmation of Interest and Submission of Financial Proposal).

Proposals must include all 4 (four) documents. Proposals not meeting this requirement will be rejected.

5. FINANCIAL PROPOSAL

Contracts based on all-inclusive lump sum:

The financial proposal shall specify a total and **all-inclusive lump sum** amount, and payment terms, around specific and measurable deliverables (qualitative and quantitative). The Financial proposal must include a breakdown of this lump sum amount (including all travel expenses, insurance, visa, per diems, and number of all anticipated consultant working days by the consultant).

Travel:

All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station in Praia /repatriation travel.

6. EVALUATION CRITERIA

The award of the contract will be made to the consultant whose offer has been evaluated and determined as having received the highest combined score of the technical and financial scores.

- Technical Criteria weight: 70%
- Financial Criteria weight: 30%

Only candidate obtaining a minimum of **70 points** out of 100 points at the technical evaluation will be considered for the financial evaluation.

- Criteria A: Educational background (max 15 points)
- Criteria B: Practical previous experience conducting complex evaluations (max 30 points)
- Criteria C: Substantial professional knowledge and understanding of the United Nations system and UNDAF programming processes and procedures (max 20 points)
- Criteria D: Substantial professional knowledge of human rights, gender equality, environmental sustainability, results-based management, and capacity development (max 20 points)
- Criteria E: Management, communication, interview and writing skills (max 15 max points)

The financial score for the financial proposal will be calculated in the following manner:

- $S_f = 100 \times F_m/F$, in which S_f is the financial score, F_m is the lowest price and F the price of the proposal under consideration.
- (Total Financial Maximum points = 100 points);
- Total Score.

The technical score attained by each proposal will be used in determining the Total score as follows:

The weights given to the technical and financial proposals are: T= 0.7, F=0.3

The Total score will be calculated by formula: $TS = T \times 0.7 + F \times 0.3$

- TS - Is the total score of the proposal under consideration;
- T - Is technical score of the proposal under consideration;
- F - Is financial score of the proposal under consideration.

ANNEX

ANNEX - UNEG ETHICAL CODE OF CONDUCT