



REPUBLIC OF CABO VERDE

MINISTRY OF FINANCE

Terms of Reference (ToR)

Public Service Delivery Assessment through Stakeholder Inquiry

1. Background and Context

The Republic of Cabo Verde, through the Ministry of Finance and the Special Projects Management Unit (UGPE), is implementing the Digital Cabo Verde Project – Additional Financing, financed by the World Bank’s International Development Association (IDA). The Additional Financing builds on the achievements of the parent project Digital Cabo Verde (P171099) and aims to reinforce digital governance, improve service delivery, and accelerate the country’s digital transformation.

The project is structured around three integrated components:

- **Component 1 – Enabling Legal and Regulatory Environment:** Supports the modernization of the legal and regulatory framework for digital transformation.
- **Component 2 – Digital Competitiveness:** Focuses on enhancing human capital, digital skills, and digital inclusion.
- **Component 3 – Digital Public Services and Marketplace:** Aims to improve delivery, accessibility, and integration of public services through digital channels, including the Single Portal (gov.cv).

Under the leadership of the Prime Minister’s Office, the Government Digital Service Team (GDST) is steering the Government Digital Transformation Agenda. The Directorate-General for the Digital Economy (DGTED) ensures alignment with national digital economy policies, while NOSi E.P.E. serves as the technical operator of Digital Public Infrastructure (DPI).

Despite progress, public services remain fragmented across sectoral portals such as Justice, Commerce, and Maritime, resulting in duplicated processes, inconsistent user experiences, and limited interoperability. To address these gaps, the Government will conduct a Public Service Delivery Assessment using stakeholder inquiries to capture evidence on institutional performance, user needs, and service barriers.



2. Objectives of the Assignment

The overall objective is to assess public service delivery in Cabo Verde through quantitative and qualitative stakeholder inquiry, generating a baseline dataset and actionable recommendations to inform Whole-of-Government digital transformation.

Specific Objectives

1. Collect quantitative and qualitative data on accessibility, efficiency, satisfaction, and digital readiness.
2. Map current service delivery practices, identifying bottlenecks and systemic fragmentation.
3. Establish a baseline dataset to inform decision-making and monitoring.
4. Develop an indicators framework aligned with Single Portal and DPI governance requirements.
5. Provide recommendations to strengthen service design and delivery.

3. Scope of Work

The consulting firm shall provide comprehensive quantitative and qualitative stakeholder inquiry to support the National Governance Framework for Digital Transformation and other related activities.

The scope includes the following activities:

3.1 Methodology and Instrument Design

- Develop survey tools, interview guides, and focus group protocols.
- Validate sampling strategies and methodologies with GDST, DGTED, and UGPE.

3.2 Stakeholder Inquiry Implementation

- Conduct surveys targeting citizens and businesses.
- Carry out interviews with public servants and service managers.
- Facilitate focus groups with institutional stakeholders and end users.

3.3 Data Analysis and Baseline Development

- Clean and consolidate data into structured baseline sets.
- Analyze performance gaps, fragmentation issues, and user perceptions.

3.4 Indicators Framework and Final Reporting

- Develop a Service Delivery Indicators Framework.



- Draft the final assessment report with findings, datasets, visualizations, and recommendations.

4. Deliverables and payment schedule

4.1 activity description and expected outputs

Activity 1 – Inception

- Conduct initial consultations with GDST, DGTED and UGPE;
- Confirm scope, methodology, sampling strategy, and stakeholder groups;
- Finalize data-collection instruments (surveys, interviews, focus group guides);
- Deliver an inception note documenting methodology, timeline, and quality assurance measures.

Expected Output: *Inception Note & Methodology.*

Activity 2 – Inquiry (Data Collection)

- Implement surveys targeting citizens and businesses;
- Conduct semi-structured interviews with service managers, frontline staff, and institutional leaders;
- Facilitate focus groups with public sector personnel and users;
- Document operational bottlenecks, service experiences, and institutional challenges.

Expected Output: *Inquiry Implementation Report.*

Activity 3 – Baseline development

- Clean, validate, and consolidate collected data;
- Structure datasets into machine-readable formats (Excel/CSV);
- Produce visualizations and descriptive analytics;
- Define baseline values for all initial indicators.

Expected Output: *Baseline Dataset.*

Activity 4 – Indicators

- Develop a Service Delivery Indicators Framework aligned with Single Portal implementation, DPI governance, and Whole-of-Government coordination;
- Include indicators on: accessibility, user satisfaction, time to service, digital uptake, interoperability readiness, and service performance;
- Provide methodology for continuous monitoring.



Expected Output: *Indicators Framework.*

Activity 5 – Final Assessment

Description:

- Integrate findings from all previous activities;
- Analyze trends, gaps, service fragmentation, and user perceptions;
- Provide actionable recommendations for improving service design, delivery, and integration into gov.cv;
- Include annexes with datasets, sampling notes, and methodological documentation.

Expected Output: *Final Assessment Report.*

4.2 Deliverables, Timetable and payment schedule

Given the national context and the number of institutions involved, the Diagnostic phase shall be adjusted in coordination with the client to ensure adequate assessment and consultation depth.

No.	Deliverable	Description	Indicative Timeline	Payment %
1	Inception Note & Methodology	Methodology, instruments, sampling plan	Contract sign (CS) + Week 2	10%
2	Inquiry Implementation Report	Summary of data collection	CS + Week 6	25%
3	Baseline Dataset	Clean dataset in Excel/CSV	CS + Week 8	25%
4	Indicators Framework	Monitoring indicators for service delivery	CS + Week 10	20%
5	Final Assessment Report	Findings, analysis, recommendations	CS + Week 12	20%

Payment conditions: Lump Sum. Deliverables must be validated by GDST and DGTED and approved by UGPE.



5. Institutional Arrangements

The consultancy will be technically coordinated by GDST and DGTED, ensuring alignment with the Digital Transformation Agenda, the Digital Economy Strategy, and DPI governance priorities. UGPE will provide fiduciary oversight and ensure compliance with World Bank procedures.

A Steering Group composed of GDST, DGTED, UGPE, and sector representatives will validate instruments, monitor progress, and review outputs.

6. Duration and Level of Effort

The assignment will last **three (3) months** from contract signature. The team must include expertise in governance, data analysis, stakeholder engagement, and performance measurement.

7. Qualifications and Experience

Consulting Firm Requirements

- **At least 10 years of experience** in relevant areas;
- Experience conducting **service delivery assessments**, national or sectoral surveys, and stakeholder inquiries;
- Proven capacity to implement **mixed-methods research** combining quantitative and qualitative tools;
- Completion of **at least two similar assignments** of comparable scale and complexity;
- Previous experience working with governments, World Bank, or other multilateral-funded programmes.

Partnerships with local academic or research institutions are encouraged to strengthen contextual understanding and ensure methodological robustness.

Key Experts

Team Leader / Governance and Public Service Delivery Specialist

Qualifications:

- Master's in Public Administration, Public Policy, Governance, Economics, or related fields.

Experience:



- Minimum **10 years** in institutional assessment, public service reform, or governance modernization;
- Demonstrated experience coordinating multi-method research assignments;
- Strong analytical and reporting skills.

Survey & Data Analyst

Qualifications:

- Degree in Statistics, Data Science, Economics, or Social Research.

Experience:

- At least **7 years** designing and analysing surveys;
- Demonstrated expertise in data cleaning, visualization, sampling, and quality assurance;
- Mastery of Excel/CSV datasets and analytical software.

Stakeholder Engagement Specialist

Qualifications:

- Degree in Social Sciences, Communications, Public Policy, or similar.

Experience:

- Minimum **7 years** conducting interviews, focus groups, and qualitative research;
- Strong facilitation and communication skills;
- Experience engaging central and local government stakeholders.

M&E / Indicators Expert

Qualifications:

- Degree in Economics, Public Policy, Statistics, or related fields.

Experience:



- Minimum **7 years** developing monitoring frameworks, public-sector indicators, and baseline systems;
- Knowledge of service delivery metrics and digital transformation indicators.

All experts must be fluent in Portuguese and proficient in English.

8. Reporting and Outputs

All raw data, data-collection instruments, cleaned datasets, analytical files, and indicator tables shall be delivered as annexes to the final report, ensuring full reproducibility, transparency, and auditability of findings. All reports and datasets must be submitted in **Portuguese and English**, in fully editable formats (Word, Excel/CSV, and PowerPoint), following the templates and structure approved during the inception phase.

Technical validation of all outputs will be conducted by the **Government Digital Service Team (GDST)** and the **Directorate-General for the Digital Economy (DGTED)**, while the **Special Projects Management Unit (UGPE)** will provide fiduciary clearance prior to payment and contractual acceptance.

9. Ownership and Confidentiality

All outputs produced under this assignment are the exclusive property of the Government of Cabo Verde. Confidentiality must be maintained throughout and after the project.

10. Expected Impact

This assessment will provide a baseline for improving public service delivery, identifying systemic gaps, informing digital transformation policies, and supporting Whole-of-Government strategies through evidence-based recommendations.