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# Term end evaluation of CADRE initiative

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Terms of Reference



[DATE]

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| Information in brief |                                                                                                                                        |
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| Document             | Terms of Reference                                                                                                                     |
| Assignment           | Term end evaluation of CADRE initiative                                                                                                |
| Principal            | INTOSAI Development Initiative, Stenersgata 2, 0184 Oslo, Norway                                                                       |
| Contact Person       | Shourjo Chatterjee, Senior Manager, Corporate Support, IDI<br><a href="mailto:shourjo.chatterjee@idi.no">shourjo.chatterjee@idi.no</a> |
| Procurement Method   | Competitive bidding among external consultants/firms                                                                                   |

## Acronyms

- AFROSAI-E: African Organisation of English-Speaking Supreme Audit Institutions
- CADRE: Collaboration, Action and Dialogue to Strengthen the Engagement of SAIs and CSOs in Improving Public Financial Management
- CSO: Civil Society Organisation
- DAC: Development Assistance Committee (OECD)
- IDI: INTOSAI Development Initiative
- SAI: Supreme Audit Institution
- TI: Transparency International

## 1. Background

The INTOSAI Development Initiative (IDI) supports Supreme Audit Institutions (SAIs) in developing countries to sustainably enhance their performance, independence and impact. One of IDI's strategic priorities is safeguarding and strengthening SAI independence as a cornerstone of effective public sector accountability.

The **CADRE Initiative** focuses on strengthening and safeguarding SAI independence through structured, evidence-based collaboration between SAIs and Civil Society Organisations (CSOs). The initiative recognises that durable independence and impact of SAIs depend not only on legal and institutional frameworks, but also on broad societal understanding, demand, and support for independent public audit.

The CADRE Initiative is implemented through country-level projects that combine:

- Baseline and contextual assessments;
- Capacity development of SAIs and CSOs;
- Joint SAI–CSO engagement, dialogue, advocacy and reform initiatives; and
- The establishment of more sustainable mechanisms for engagement and accountability.

The overall objective of the initiative is to contribute to improving transparency and accountability in public financial management in Malawi and Zambia by strengthening external oversight in collaboration with civil society.

The initiative is implemented jointly by the IDI, Transparency International Secretariat (TI-Berlin) and its national chapters in Zambia and Malawi, as well as the Office of the Auditor General of Zambia and the National Audit Office of Malawi.

Project implementation is ongoing and expected to conclude operationally by end of June 2026, with the initiative formally closing by end of November 2026. The present Terms of Reference concern an independent end-of-project evaluation of the CADRE Initiative.

## 2. Purpose, Objectives and Use of the Evaluation

### 2.1 Purpose

The purpose of the evaluation is to provide IDI, its partners and stakeholders with an independent, credible assessment of the performance and results of the CADRE Initiative, to support accountability, learning and future decision-making.

### 2.2 Objectives

The evaluation has the following objectives:

1. **Assess relevance and coherence** of the CADRE Initiative design and implementation in relation to country contexts, stakeholder needs, and IDI's strategic objectives.

2. **Assess effectiveness and efficiency** of the initiative in delivering planned outputs and achieving short-term outcomes.
3. **Assess early signs of impact**, particularly related to improvements in external oversight of public financial management, strengthened accountability relationships, and enhanced SAI–CSO collaboration, recognising that higher level impact is expected to materialise over the longer term.
4. **Assess sustainability**, including the likelihood that key results and collaboration mechanisms will endure beyond IDI support.
5. **Identify lessons learned and actionable recommendations** to inform:
  - Future IDI SAI–CSO initiatives;
  - Country-level programming; and
  - IDI’s broader work on SAI independence and stakeholder engagement.

### 2.3 Intended Use

The evaluation findings will be used for:

- Accountability to donors, partners and stakeholders;
- Learning within IDI;
- Informing future programme design and scaling of SAI–CSO collaboration approaches; and
- External knowledge sharing within the INTOSAI and accountability communities.

## 3. Scope of the Evaluation

The evaluation will cover the entire CADRE Initiative, focusing primarily on:

- Outputs and deliverables as defined in the approved CADRE Project Document;
- Implementation processes at initiative and country levels; and
- Short-term outcomes achieved during the project period.

The evaluation will explicitly be anchored in and aligned with the baseline assessment reports undertaken at the start of each country project, which informed the design of activities and implementation plans. These baseline assessments constitute a key benchmark for assessing change over time.

The evaluation will not attempt a full counterfactual impact evaluation. Instead, it will apply a theory-based approach to assess contribution, plausibility of change pathways, and early outcome signals.

## 4. Evaluation Criteria and Key Questions

The evaluation shall be guided by the OECD-DAC evaluation criteria, as adopted in the IDI Evaluation Policy and Guidance. An additional cross-cutting criteria of partnerships has been added for this review, given the importance of partnerships in the delivery model. The criteria to be applied are:

- Relevance
- Coherence
- Effectiveness
- Efficiency
- Impact (with emphasis on emerging and short-term effects)
- Sustainability
- Partnerships

Indicative evaluation questions include (to be refined by the evaluator during inception):

### Relevance

- To what extent was the CADRE Initiative responsive to country-specific challenges related to SAI independence?
- How well did the initiative reflect the needs and priorities of SAIs, CSOs and broader accountability stakeholders?

### Coherence

- How coherent was the CADRE Initiative with other IDI initiatives and relevant national or donor-supported accountability reforms?
- To what extent did SAI–CSO collaboration complement existing accountability mechanisms?

### Effectiveness

- To what extent were planned outputs delivered as intended?
- How effectively did the initiative promote constructive, evidence-based SAI–CSO collaboration?
- What factors facilitated or hindered achievement of intended short-term outcomes?

### Efficiency

- Were resources and delivery modalities used in a cost-effective and timely manner?
- How efficient were different implementation approaches (e.g. capacity development, dialogue, joint advocacy)?

### Impact (early effects)

- What early or emerging changes are observable in relation to SAI independence, stakeholder engagement or accountability processes?
- Are there indications that CADRE outputs are contributing to broader reform or accountability dynamics?

### Sustainability

- To what extent are collaboration mechanisms, capacities and relationships likely to continue beyond the project?
- What factors support or threaten sustainability at country and initiative levels?

### Partnerships

- Are the governance arrangements for the partnership between the SAIs, IDI and TI clear and is there room for improvement?
- Is the partnership between the SAIs, IDI and TI leading to mutual learning regarding delivery of bilateral support to SAIs operating in challenged environments?

## 5. Evaluation Methodology and Approach

The evaluation shall be conducted in line with the IDI Evaluation Policy and Guidance, adhering to principles of independence, impartiality, transparency, ethics and quality.

Key methodological expectations:

- A theory-based evaluation approach, explicitly articulating and testing the CADRE Initiative theory of change. A proposed theory of change to support the evaluation should be developed as part of the inception report, for confirmation by IDI before its application. The theory of change should be compatible with the roles and responsibilities of the project partners, to distinguish between the role of IDI and TI, and the responsibilities of SAIs.;
- Primary reliance on desk review of project documentation, baseline assessments, monitoring reports and outputs;
- Key informant interviews (remote) with IDI staff, SAIs, CSOs and selected stakeholders;
- Appropriate triangulation of evidence across sources;
- Gender and inclusion considerations integrated throughout analysis.

No physical country visits are anticipated.

The evaluator shall produce an Inception Report during which the final evaluation framework, questions, methodology and work plan are confirmed.

The evaluation will include an inception phase to develop and agree the approach. This will include the theory of change, and selection of the criteria and questions to ensure the purpose is met. While a broad range of possible questions are provided above, the inception report and discussions on this will be key to focusing on the most important matters to use the evaluation resources effectively.

## 6. Roles and Responsibilities

- The evaluation will be commissioned and managed by IDI Corporate Support in accordance with the IDI Evaluation Policy.
- Shourjo Chatterjee, [Shourjo.chatterjee@idi.no](mailto:Shourjo.chatterjee@idi.no) will be the Evaluation Manager independent from the initiative's implementation team.
- The evaluation will be supported by the George Phiri, Senior Manager [gphiri@idi.no](mailto:gphiri@idi.no) and Muhammad Wahyudi, Manager [m.wahyudi@idi.no](mailto:m.wahyudi@idi.no). Together, they will be the focal point for providing information on the initiative, and evidence obtained during initiative implementation, as well as for liaison with the partners and SAIs.
- Freddy Ndjemba, Assistant Director General, Ola Hoem, Deputy Director General and Einar Gørrissen, Director General will be responsible for clearing the final review report
- IDI will facilitate access to documentation and contacts.
- The Independent Evaluator is fully responsible for the evaluation design, analysis, findings, conclusions and recommendations.

## 7. Deliverables and Indicative Timeline

Indicative deliverables include:

1. **Inception Report** (including evaluability assessment, theory of change, evaluation framework and methodology)
2. **Draft Evaluation Report**
3. **Final Evaluation Report** (maximum 30 pages, excluding annexes, with an executive summary of max. 4 pages)

Indicative timeline:

- i. Invitation to tender issued (2 June 2026)
- ii. Technical and financial proposals submitted to IDI (1 July 2026)
- iii. Preferred reviewer selected (6 July 2026)
- iv. Initial video conference between reviewer and IDI (17 August 2026)
- v. Inception report, including proposed review approach, submitted to IDI (31 August 2026)
- vi. Comments on inception report (7 September 2026)
- vii. Revised inception report to IDI (11 September 2026)
- viii. Draft report 1 to IDI (12 October 2026)
- ix. Comments on 1<sup>st</sup> draft report to reviewer (19 October 2026)

- x. Final report (max 30 pages including executive summary of max 4 pages) submitted to IDI, for sharing with key stakeholders (26 October 2026)

## 8. Budget

The maximum available budget for the evaluation is **NOK 250,000**, inclusive of all professional fees, overheads and expenses.

## 9. Eligibility of Evaluators

Bidding is open to: firms, SAIs and consultants operating on an individual basis. Current permanent employees of SAIs in their individual capacity, IDI staff and organisations on sanctions lists shall not be eligible for bidding. SAIs can submit bids and depute their employees on assignments.

All bidders shall make a 'No conflict of interest' declaration in their bids.

Evaluators must:

- Demonstrate independence from IDI and the CADRE Initiative;
- Have proven experience in evaluation of governance, accountability or capacity development programmes;
- Demonstrate familiarity with OECD-DAC criteria and theory-based evaluation;
- Be fluent in English.

## 10 Procurement Method

In accordance with IDI procurement policy for contracts of this value, a minimum of five service providers will be invited to tender.

### Submission of Proposals

Interested service providers should submit a short technical and financial proposal, in English, by email to [shourjo.chatterjee@idi.no](mailto:shourjo.chatterjee@idi.no) with a copy [freddy.ndjemba@idi.no](mailto:freddy.ndjemba@idi.no) by 1 July 2026, 5 pm Oslo time. This should comprise:

- Proposed methodology and timetable for the assignment, including outline evaluation approach.
- Experience in designing and delivering project and project evaluations.
- Experience in evaluating capacity development initiatives in governance or public financial management.
- Declaration about no involvement in the design or delivery of CADRE initiative
- Understanding of IDI and capacity development of SAIs in developing countries.
- Full CV of the proposed team leader and short CVs of any other proposed team members.
- A financial proposal for the work, on either an input basis or lump sum contract.

## 11. Selection of Service Provider

Selection will be made based on the best price and quality combination, according to the following evaluation matrix.

| Criteria                                                                                                                                                               | Maximum Score |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|
| <b>Methodology</b>                                                                                                                                                     |               |
| Proposed methodology for assignment including evaluation approach                                                                                                      | 30            |
| <b>CV</b>                                                                                                                                                              |               |
| Experience of individual/team in designing and delivering programme and project evaluation                                                                             | 10            |
| Experience of individual/team in evaluating SAI capacity development initiatives                                                                                       | 10            |
| Experience of individual/team in integrating gender, diversity and/or inclusion considerations into the design and delivery of programmes, projects and/or evaluations | 10            |
| Individual/team understanding of IDI and capacity development of SAIs in developing countries                                                                          | 15            |
| <b>Language</b>                                                                                                                                                        |               |
| Fluency of proposed individual/team in English is essential                                                                                                            | 5             |
| <b>Financial proposal</b>                                                                                                                                              |               |
| Financial proposal (based on Norwegian Kroner equivalent at the time of evaluation)                                                                                    | 20*           |
| <b>TOTAL</b>                                                                                                                                                           | <b>100</b>    |

\* The lowest price proposal considered eligible will be scored at 10, others will be scored according to the following formula:

score = lowest fee rate/(quoted fee rate) x 10. The assignment will be contracted in Norwegian kroner.

## 12. Reference Documents

<https://idi.no/our-work/initiative/cadre-gfp/>