

# **EVALUATION OF CABO VERDE'S UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK (UNDAF) 2012-2017**



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## **DISCLAIMER**

The findings, analysis, and recommendations made in this report reflect the views of the independent evaluator and do not necessarily reflect the views of the United Nations or other stakeholders involved in the evaluation.

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## List of Acronyms

AWP	Annual Work Plan
BOS	Business Operations Strategy
CaO	Communicating as One (one of the DaO pillars)
CBF	Common Budgetary Framework
CBO	Community-Based Organization
CCPD	Common Country Programme Document
COP21	21st Conference of the Parties
CSO	Civil Society Organization
DaO	Delivering as One
DECRP-III	Documento de Estratégia de Crescimento e de Redução da Pobreza III (2012 – 2016)
DRR	Disaster Risk Reduction
DRT-F	Delivering Results Together Fund
ExCom	Executive Committee
FAO	Food and Agriculture Organization (of the United Nations)
GBV	Gender Based Violence
GEWE	Gender Equality and Women's Empowerment
GoCV	Government of Cabo Verde
HACT	Harmonized Approach to Cash Transfers
HDI	Human Development Index
HIV/AIDS	Human Immuno Virus/Acquired Immune Deficiency Syndrome
HRBA	Human Rights-Based Approach
ICT	Information and Communication Technology
IECD	Integrated Early Childhood Development
ILO	International Labour Organization
INE	National Statistics Institute
INSET	In-Service Education and Training
IOM	International Organization for Migration
IP	Implementing Partner
JAITF	Joint Airport Interdiction Task Force
JO	Joint Office
JP	Joint Programme
LGA	Local Government Authorities
LIC	Low Income Country
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies

MDG	Millennium Development Goal
MIC	Middle Income Country
MoJ	Ministry of Justice
MoU	Memorandum of Understanding
MP	Member of Parliament
MSME	Micro small and medium-scale enterprises
MTEF	Medium Term Expenditure Framework
NDS	National Development Strategy
NGO	Non-Governmental organization
NRA	Non-resident Agency
ODA	Official Development Assistance
OMT	Operations Management Team
PLWHA	People Living with HIV and Aids
PMT	Programme Management Team
PPP	Public Private Partnership
ProPALOP	Project for Strengthening technical and functional skills of Supreme Audit Institutions, National Parliaments and Civil Society for the control of public finances in the PALOP and Timor-Leste
PRSP	Poverty Reduction Strategy Paper
PUN	Participating United Nations agency
PWG	Pillar Working Group
RBM	Results based Management
RC/RR	Resident Coordinator/Resident Representative
RCO	Resident Coordinator's Office
SDG	Sustainable Development Goal
TFP	Technical and Financial Partner
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund

UN-Habitat	United Nations Human Settlement Programme
UNICEF	United Nations Children’s Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNV	United Nations Volunteers
UPR	Universal Periodic Review
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

# Executive Summary

## 1. Background

Globally, the UNDAF is the result of the United Nations (UN) reform at country level, to ensure a collective, coherent and integrated response to national priorities and is accompanied by an UNDAF Action Plan, which aims to operationalize the strategic UNDAF results. Under the UN reform, Cabo Verde is one of the eight original DaO Pilot Countries originally identified for the implementation of the "Delivering as One" (DaO) initiative. 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. Under DaO, the Government of Cabo Verde (GoCV) decided to work with the UN system by capitalizing on the strengths and comparative advantages of the different members of the UN family—the Cabo Verde UN Country Team exists of a total of 19 agencies, funds and programs including 5 resident agencies and 14 non-resident entities—so as to achieve more coherent programs and reduced transaction costs for both national partners as well as for the UN.

The United Nations Development Assistance Framework cycle evaluated here, namely the UNDAF 2012-2017, marks the second complete inter-agency One Programme cycle of the UN Cabo Verde, to be "delivered as one". The initial total budget amounted to USD 82.445.090 million. About half of the funding had been already secured when the UNDAF was signed. The UNDAF's life cycle was extended by one year, from 2016 to 12/2017, to allow for the upcoming UNDAF to be seamlessly aligned, both in substance

and time, with the country's next national development strategy. Overall, the UN strategy as a whole and the specific interventions of the UN agencies are driven by the specific challenges that Cabo Verde is facing following its recent graduation from the LDC category, in 2007. Cabo Verde is at present a middle-income country (MIC).

The Joint Office (JO) of UNDP, UNFPA and UNICEF, formally launched on 1 January 2006, is an additional innovative feature specific to Cabo Verde that preceded the UN Reform process of the UN's operational development system with Cabo Verde becoming one of the original eight DaO pilot countries, in 2008. Under the JO, UNDP, UNFPA, UNICEF and WFP (2006-2010) operate under the umbrella of a joint office structure with one single budget, a combined common country programme and a joint common operations service. Managerial and technical JO staff work for all these three agencies, rather than only one. The RC also serves as the RR for all three agencies.

## 2. Rationale of the Evaluation

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. The UNDAF Cabo Verde 2012-2016—including the one year extension until 2017—has the following four priority areas, commonly referred to as "pillars": i) Inclusive growth and poverty reduction; ii) Consolidation of institutions, democracy and citizenship; iii) Reducing inequalities and disparities; iv) Environmental sustainability and climate change adaptation.

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- i) Inclusive growth and poverty reduction;*
- ii) Consolidation of institutions, democracy and citizenship;*
- iii) Reducing inequalities and disparities;*
- iv) Environmental sustainability and climate change adaptation.*

The desired outcomes for each of these pillars are defined according to the principles of results-based management, the human rights-based approach to programming, 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 promoting equal opportunities in view 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 GoCV, 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, (iv) four pillar result groups (which includes the national and UN pillars leaders) and (v) five cross-cutting working groups (Human

Rights and Gender, Monitoring and Evaluation, Health and HIV-AIDS, Operations, and Communication). The Government of Cabo Verde 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 is a priority of the GoCV. 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 to inform the design of the following UNDAF cycle.

While the current UNDAF did undergo a mid-term review, its predecessor UNDAF (2007-2011) had not been the object of the mandatory final evaluation. However, given its DaO pilot status, Cabo Verde had been part of a global DaO pilot country assessment carried out in 2011/2012. The specific comparative nature of that global review exercise involving multiple countries and specifically looking into DaO-related issues did not allow to address the full range of analytical aspects normally covered by a standard UNDAF evaluation. Hence, this evaluation marks the first-ever standard evaluation of an UNDAF cycle in Cabo Verde.

### **3. Objectives and Scope of the Evaluation**

In grounding the UNDAF in past experience, as well as, national development frameworks, plans and policies and extensive dialogue with national partners, the UNDAF aims at enhancing national institutional capacities and national ownership for the implementation and accountability of the



UN's development support to Cabo Verde. Thus, the UNDAF was designed to systematically support national systems, processes and initiatives through the alignment of programme outcomes with the DECRP III, and at higher levels with other internationally agreed development goals and obligations, and MDG goals. Part of the evaluation's remit was to determine to what extent these objectives were actually achieved. The evaluation submitted the total of 12 programme outcomes (4 pillars x 3 outcomes, each) to the standard set of evaluation criteria (relevance, effectiveness, efficiency etc.).

The evaluation critically discusses the design, scope, implementation status and existing overall capacity to achieve expected outcomes. It is built around the "classic" UNEG evaluation criteria of relevance, effectiveness, efficiency, impact, and sustainability. Since this is a summative, end-of-cycle evaluation, it presents backward-looking review elements pertaining to the design and implementation of the One Programme cycle over the past five years, as well as forward-looking recommendations to inform the next UNDAF cycle's development and management.

#### **4. Methodology, Organization of Work and related Limitations**

The evaluation assessed the quality and results of promoting and pursuing the underlying principles of the One UN/Delivering-as-One vision and concept, viz. One Leader; One Programme; CBF/One Fund; One UN House supported by an integrated set of common operational tools and procedures, and Communicating as One (CaO), i.e. a common communications and advocacy platform. Due to the focus of the UNDAF on upstream support at the policy level, the

terms of reference did not include visits to any project sites outside Praia. Institutional and implementing partners and beneficiaries were engaged with through bilateral discussions and through a workshop format of half-day discussion sessions at pillar level to gather qualitative information, namely on the dimensions of programme relevance, sustainability and (early) impact.

Following the desk review phase which culminated in the inception report, the focus of the initial in-country work was on effectiveness-related data collection against the official set of UNDAF indicators at the output and outcome level. Missing output and outcome data were collected through a participatory process. 191 UNDAF indicators (114 outputs, 57 outcomes and 21 impact level indicators) were retroactively informed by reporting data as per annual One Programme implementation progress reports focussing on inputs including activities, processes and events. Agencies contributing to specific outputs/outcomes first needed to agree on overall reporting of achievements and consolidate their respective feedback prior to submission.

UNDAF output level indicators had baseline and final target values, outcome and impact indicator level had neither of those. Another major problem was the absence of a data source and thus available data for most UNDAF indicators since the design of the UNDAF had preceded the DECRP III. At output level, available data consisted of mostly narrative, i.e. qualitative input/activity reporting, with a number of quantitative measures remaining without specific data to inform them. While UNDAF output level indicators could only be covered through proxy data based on processes and (key) activities, some outcome and impact level indicators could

be covered by stakeholders and relevant data custodians such as line ministries and state agencies.<sup>1</sup> After informing a maximum number of quantitative indicators the focus shifted to collecting qualitative data. Key informants were consulted and pillar workshops organized. Bilateral follow-up meetings with technical staff served to fill gaps and clarify pending issues concerning quantitative and qualitative data. In addition, bilateral focus group interviews with non-resident agencies (NRAs) were organized on-site and remotely, to evaluate the mainstreaming of cross-cutting issues, DaO-specific aspects.

## 5. Key Findings and related Conclusions

- » *Human rights and gender equality*
- » *Environmental sustainability*
- » *Systemic sustainability*
- » *Capacity building*
- » *Effectiveness*
- » *Early impact*
- » *Efficiency*
- » *Coherence*

The UNCT consists of 19 agencies, including five resident agencies (FAO, UNDP, UNICEF, UNFPA and WHO) and 14 NRAs. The three JO agencies dominate the UNDAF in terms of financial and operational presence: together, they account for 45% of allocated budget resources from 2012-

<sup>1</sup> Still, quite a few high-level indicators could not even be informed by proxies. Thanks to UN support, comprehensive household level data on a number of key development indicators is scheduled to become available in the very near future.

<sup>2</sup> The JO contributes to 59% (20/34) of outputs with involvement of one or several JO member agencies

2016.<sup>2</sup> Nevertheless, specialized NRAs such as UNIDO, ILO, UNODC, UN-Habitat, UN Women, IOM, who have physical presence in the country and are members of the UNCT, are making major contributions to the UNDAF. In terms of overall relevance, the UNDAF provided support to all of the five strategic DECRP-III pillars. While all UNDAF outcomes show a fit vis-à-vis DECRP-III results chains and are fully or to a major extent aligned with one or, in many cases, several national development priorities, the general UNDAF pillar design reflects a structural logic that is not completely congruent with the one adopted by the DECRP-III. While all UNDAF outcomes contribute to DECRP-III objectives, every UNDAF pillar feeds into at least one DECRP-III axis.

The programming principles of human rights and gender equality are reflected in the design of UNDAF outputs and activities, namely under UNDAF pillars 1, 2 and 3. The recent *Gender Scorecard* which assessed the UNDAF's status in terms of gender mainstreaming against 8 dimensions (planning, programming, partnerships, policies and capacities, decision-making, budgeting, M&E, quality control and accountability) attributed the final average grade of "needs improvement", or 2.9 out of 5 possible points. Human rights and gender equality were promoted at the individual and inter-agency, UN-wide level of daily work by relevant agencies including UNDP, UNFPA, UN Women etc., through related tools such as the "UNDG Guidance note on HR for RCs and UNCTs" and the

across all UNDAF outcomes; namely, 1/3 outcomes under Pillar 1, 2/3 outcomes under Pillar 2, 3/3 outcomes under Pillar 3, and 3/3 outcomes under Pillar 4, which makes for an overall presence in 9/12 outcomes across the entire UNDAF.

“Guidance note for UNODC staff on gender mainstreaming”.

The principle of environmental sustainability was captured under an UNDAF pillar in its own right (Pillar 4). Along with environmental protection (of biodiversity etc.), important support was provided in the realm of climate change management and disaster risk reduction, including a range of measures serving adaptation to reduce vulnerability, and mitigation to reduce risks as well as the impact of climate change and the effects of related natural disasters. Systemic sustainability aspects were in particular addressed by related capacity building reflected in particular under the second and third outcomes of each pillar. While these outcomes concentrate on institutional capacities and operational aspects, the first outcome under each pillar has a focus on normative, upstream-level policy related work.

In view of the alignment with the national development strategy and planning cycle, along with its inbuilt focus on building requisite upstream management capacities (systems, structures, staff, etc.) the chances for overall sustainability of UNDAF results are generally quite high. The sustained focus of the UNDAF on capacity building allowed to strengthen and consolidate national capacity levels in key sectors. There is by now a robust foundation to maintain capacity levels by locally reproducing knowledge and skills at the national level using local/domestic resources, allowing for specific technical capacity building support to gradually phase out.

In terms of general effectiveness, the analysis of performance indicators at the level of outputs shows good progress as far as advancement against initially fixed

output targets is concerned. At the level of output measures, overall, final targets have already been at least met, if not surpassed, for 25% of related indicators (or 21/86 indicators that could be informed from among the total of 92). Regarding early indications for, or evidence of potential early impact, there are already some solid indications for arguably game changing interventions directly attributable to UNDAF interventions. To name but a couple, this includes spectacular drug seizures by customs and border control authorities, and the multi-sectoral positive effects of the newly introduced birth registration mechanism.

In terms of general efficiency, the UNDAF so far managed to mobilize 92% or USD76,056,910 of the initially planned USD82,445,090 for the 2012-2016 period, which is a high rate in light of global funding constraints caused by the international financial crisis and the fact that Cabo Verde is a MIC. The available funding was distributed as follows across the UNDAF pillars: 36% went to the environment and climate change pillar (no. 4); 31.5% to the institutions & policy pillar no. 2 (31.5%); 21.5% were allocated to Pillar 1 (economic growth). The 3rd pillar was the smallest with 12%. Across pillars, expenditures stood at 90% and above, of allocated funding. There is evidence of best practices of efficiency and sustainability, e.g. in the form of “mentorship” shadowing arrangements for on-the-job training, and cascade training arrangements involving the training of master trainers and multiplier agencies at the institutional level.

Furthermore, the expansion in 2015 of the pillar working group structure to also include GoCV representatives from line ministries as chairs/co-chairs to mirror the UN internal co-leads increased ownership

alignment and the likelihood of generating future gains in terms of impact, effectiveness, efficiency, coherence and alignment vis-à-vis GoCV activities, in general. Generally, there seems to be dormant potential to tap into horizontal cross-silo synergies by “breaking up” traditional vertical sector barriers; e.g., through a genuinely integrated large-scale initiative to holistically address the issues of employment creation, culture, education, health and anti-crime especially targeting youth.

Thanks to the Delivery Results Together Fund (DRT-F) almost USD3.4m could be mobilized (from 2014 to 2016). Furthermore, the UNCT successfully managed to leverage donor partnerships (EU, WB, AfDB, bilateral donors incl. Luxemburg etc.), as well as South-South cooperation. Collaborative South-South arrangements comprised the mobilization of technical as well as related financial resources (Uruguay, Brazil, Timor-Leste, and Lusophone African countries including Guinea-Bissau and São Tome e Principe) resulting in joint projects and activities such as organizing or participating in international exchanges, conferences or events in which knowledge management and capacity building play a pivotal role.

While internal levels of coherence are quite robust across the various domains of programming, managerial and operational coherence, there is still some room for improvement in terms of internal cross-agency information sharing and transparent communication. The United Nations Development Action Plan (UNDAP) was derived from the UNDAF, and the first **Joint Annual Work Plan** (JAWP) was directly derived from the UNDAP. There are other positive examples of DaO-induced operational practices such as the reality of the One House, joint LTAs, steps towards

harmonizing per diem rates for national consultants etc. The CCPD for the three JO agencies was derived from and is thus intrinsically aligned with the UNDAF/UNDAP. In general, there is evidence on the IPs’ and the UN’s willingness and ability to learn from identified weaknesses and address inefficiencies building on lessons learned. Such reactivity was reflected in joint annual work plans used to rectify the course. Most of the recommendations submitted by the mid-term review were taken on board and followed through.

## 6. Key Recommendations

Based on evaluation findings and conclusions, 21 recommendations were developed. The three most important recommendations for future UNDAFs are: 1. Focus on about 3 to 5 main flagship programmes so as to avoid strategic overstretch that would risk dissipating and thus not reaching, required critical mass for UNDAF interventions; 2. In order to adequately address the quite diverse characteristics and development challenges of the various islands call for strong customization of technical support, where applicable, focus on island specific systematically integrated joint programming and joint programmes; 3. Within the UNDAF, consider focusing on not more than three main focus areas (“flagship joint programmes”) that could potentially even cover components of several Result Groups across UNDAF pillars.

# 1 Introduction & Background

## 1.1 Purpose and Objectives of the Evaluation

In line with UNDG requirements this evaluation of the Cabo Verde UNDAF is undertaken in the penultimate year of the current UN programming cycle ending in 2017 following a one-year extension to align the 2012-2016 UNDAF period with the cycle of the national strategic planning framework. The UNDAF is a continuation of and builds on the previous cycle's innovations introduced under the piloting of *Delivering as One*, which started in Cabo Verde under the predecessor UNDAF cycle, from 2008-2011/12. The Cabo Verde UNDAF thus links the programmatic outcomes (as operationalized through the UNDAF Action Plan) with the managerial, coordination and operational dimensions of the five DaO pillars. The UNDAF Cabo Verde is both a plan for achieving agreed results in respect of national development priorities, and for how these results will be achieved.

*The present evaluation's purpose is two-fold in that it is designed:*

- I. *To ensure accountability of the UNCT to stakeholders* for the achievement of agreed results in support of the national development strategy as reflected in national sector policies and programmes and, in particular, the PRSP (DECRP III), which is concurrently undergoing its own final evaluation. The evaluation thus verified results achieved within the framework of the UNDAF and assessed the effectiveness of the strategies and

interventions used. This should enable the various stakeholders in the UNDAF process, including national counterparts and development partners, to hold the UNCT and other parties accountable for fulfilling their roles and commitments.

- II. *To support learning in view of future programming.* The evaluation provides recommendations for strengthening programming and operations results at the country level, specifically informing the planning and decision-making for the next UNDAF programme cycle and for improving coordination and collaboration among UN system agencies at the country level, including resident and non-resident entities.

*Specifically, this dual purpose translates into five key objectives:*

- I. An assessment of the contribution made by the UNCT to national priorities, specifically those DECRP goals singled out for UN support under the UNDAF.
- II. An assessment of the extent to which the UNCT has supported the country to realise its international and regional commitments on human rights and gender equality, as well as potentially existing climate change-related commitments.
- III. Identifying the factors that have affected the UN's contribution to national goals, explaining the enabling factors and bottlenecks.
- IV. Conclusions concerning the UN's contribution across the scope being examined in the context of DaO.
- V. Actionable recommendations for improving the UNCT's contribution

to national and international development goals in a diverse, broad number of technical areas, covering i) good governance; ii) poverty reduction; iii) environmental protection; iv) developing human capital and v) social protection as well as the reduction of socio-economic disparities/inequalities; and this especially in view of future incorporation into the next UNDAF. Said recommendations logically link to the conclusions and lessons learned through the evaluation.

The present evaluation's purpose is two-fold in that it is designed:

- » *To ensure accountability of the UNCT to stakeholders; and*
- » *To support learning in view of future programming.*

## 1.2 Scope of the Evaluation

This report is structured around a detailed review of the UNDAF followed by a concise assessment of its administrative set-up and managerial arrangements. In the final analytical section of this evaluation report, key conclusions including lessons learned and recommendations are presented, resuming the evidence-based discussion of findings. Hence, the final evaluation is based on the results of the desk review of existing documentation and data available, and the qualitative interviews conducted with stakeholders.

The evaluation systematically covered the total of 12 programme outcomes (4 pillars x 3 outcomes, each) to the standard set of evaluation criteria (relevance,

effectiveness, efficiency, sustainability, impact). This was done per pillar programme area as well as for the One Programme, as a whole. In analysing the programme outcomes across its 4 programmes result clusters with 4 related pillar/result groups, the quality of the mainstreaming of the cross-cutting dimensions (organized in 5 cross-cutting working groups, viz. Human Rights and Gender, Monitoring and Evaluation, Health and HIV-AIDS, Operations, and Communication) were ascertained.

Furthermore, the evaluation assessed results of promoting and pursuing the underlying principles of the One UN/Delivering-as-One vision and concept, viz. One Leader; One Programme; One Budget; One UN House supported by an integrated set of common operational tools and procedures, and Communicating as One (CaO), i.e. a common communications and advocacy platform. The evaluation assessed the overall DaO strategy, with a view to determining what has worked and what has not, and why, as it pertains to joint programming under the programme results. Potentially, a DaO results matrix can be (re)constituted, retroactively. In doing so, special attention was given to the mainstreaming of the five UN programming principles: human rights based approach (HRBA); gender equality; environmental sustainability, results-based management, capacity development.



### 1.3 UNDAF Planning Context and UN Response

The current UNDAF's predecessor, namely the One Programme 2008-2011, derived from the UNDAF 2006-2010, was structured along four strategic pillars that reflected DECRP priorities. In addressing remaining challenges, in 2011, Cabo Verde's authorities decided to develop the third Strategic Document for Growth and Poverty Reduction (DECRP III) for the period 2012-2016, aiming to thus eliminate remaining weaknesses to ensure harmonious development of this emerging nation.

Cabo Verde is a small island developing state consisting of 10 islands stretching over 4,033 square kilometres of largely barren volcanic rock. Having secured independence in 1975, Cabo Verde graduated to Middle Income Country status in 2008. While this was a major achievement, the UN along with the government is ever since facing the major challenge of raising adequate financial resources in an extremely challenging aid environment with ODA being increasingly curtailed and earmarked. This already difficult context is exacerbated by the fact that Cabo Verde has extensive economic ties with the USA and Europe, both of whom are particularly affected by the financial crisis.

Some MDG goals had already been reached by 2010/2011, the baseline year for relevant UNDAF indicators. For instance, for the proportion of underweight infants or children under the age of five, the MDG target value of 6.75% had already been more than reached by 2009 (3.9%), starting from a quite dismal level of 13.5% in 1994. In other cases, e.g. in terms of gender equality among law makers (parliamentarians), the MDG goal's target

of 30%, while moving within reach following a surge from 3.8% in 1991 to 20.8% in 2011, still required considerable additional efforts. (N.B.: Detailed trend analysis follows further below in the discussion of progress achieved during the UNDAF cycle.)

The tertiary sector of the national economy includes tourism-related businesses, ITC/telecommunications, commercial, trading and service activities of all kinds. It still absorbs the majority of the workforce while the agricultural sector (agriculture, forestry, livestock) occupies 12% of the total employed population. The informal sector, which employed only 18% of the population in 2009 remains the most important source of new jobs. In general, in the various spheres of access to social services, governance, and the economy, regional disparities and inequities between the urban and rural environment both within and between islands persisted for most of the targets and indicators of the MDGs, particularly across poverty and gender-related dimensions.



The specific result chains set up in the UNDAF were thus designed to address remaining challenges where the GoCV opted for requesting developmental support by the UN based on the comparative advantage vis-à-vis

alternative development actors in those particular fields. These interventions were packaged in the so-called UNDAF pillars, viz. i) Inclusive growth and poverty reduction; ii) Consolidation of institutions, democracy and citizenship; iii) Reducing inequalities and disparities; and iv) Environmental sustainability and climate change adaptation.

During the design stages of the UNDAF cycle, a “Major Challenges” document was produced to identify and prioritize major challenges. In addition, an internal and external analysis of the UN Cabo Verde’s comparative strengths and weaknesses allowed to highlight the following comparative advantages: Supporting the design and formulation of development policies and strategies; Technical and regulatory advice, establishment of standards and norms, quality control; Strengthening national capacities at central and decentralized levels, especially strengthening managerial government capacity optimizing the use of scarce resources; Up-scaling evidence and results-based programs; Promoting partnerships between all stakeholders (due to the impartiality of the United Nations as an ideal mediator and facilitator of partnerships); Ability to initiate political dialogue at top level; Resource mobilization capacity; Mobilization of high-level, international expertise in specific technical fields.

The UNDAF had an initial budget of USD 82.445.090 million of which, at the beginning of its implementation period, approximately 50% remained unfunded. Grounded on past experience, especially the preceding UNDAF/Joint Project DaO period, national development frameworks, plans and policies and extensive dialogue with national partners, the UNDAF aims at enhancing national leadership, ownership,

execution and accountability through the systematic use of national systems and alignment of programme outcomes with the national strategic framework (DECRP III), and at the higher levels with other internationally agreed development goals, international obligations, and MDG goals.

The UN programming principles of gender equality, human rights-based approach, RBM, capacity building and environmental sustainability, along with the cross-cutting issue of HIV-AIDS, apply to (and are thus mainstreamed across) UNDAF programmes, projects and activities, across all pillars. Whereas the principle of capacity building is mainstreamed throughout the UNDAF without a particular WG in the UNDAF’s governance organigramme, all other issues are also addressed by a particular thematic and/or working group (HR and Gender TWG, etc.) in the UNDAF governance structure, with Environmental Sustainability even being addressed through a full-fledged thematic Programme Axis and Results Pillar WG.

#### **1.4 Evaluation Methodology and Organization of Work**

Managed by GoCV/UN Joint Steering Committee (JSC), the UNDAF comprises of a Programme Results Matrix complemented by a Monitoring and Evaluation Matrix which includes indicators, baselines, annualized targets and means of verification at UNDAF output level. The outcome level is fitted with indicators that, however, are devoid of baselines and targets even at the action plan level. Due to limited time and the relative focus of the UNDAF on upstream support at the policy level, the evaluation did not visit specific project sites outside Praia. Institutional beneficiaries and implementing partners were engaged with through bilateral discussions (namely the



Ministry of Finance and the Ministry of Foreign Affairs) and through a workshop format of half-day discussion sessions at pillar level to gather qualitative information, namely on the dimensions of programme relevance, sustainability and (early) impact.

Following the desk review phase, the focus of the initial in-country work was on effectiveness-related data collection against the official set of UNDAF indicators at the output and outcome level. A template was devised and a participatory process triggered to first collect output level data and thereafter, outcome level data, at the inter-agency level. In order to properly analyse performance levels across the UNDAF One Programme's 4 programme pillar results. Furthermore, a maximum of the 194 UNDAF indicators (117 outputs, 57 outcomes and 21 impact indicators) were retroactively informed by reporting data as per annual One Programme implementation progress reports focussing on inputs including activities, processes and events. Agencies contributing to specific outputs/outcomes were asked to agree on overall reporting of achievements and consolidate their respective feedback prior to submission.

The UNDAF results matrix presents the planned programmatic outcomes hierarchically under the relevant DECRP-III results and national MDG goals. The result chains mirrored in the matrix cover the result levels of Outcomes and Outputs with their respective target values. While Output level achievements are attributable to UNDAF support, at the Outcome level the focus is on the UNDAF's contribution to national goals. The evaluation covered both the available measurements of quantitative performance and relative, qualitative assessment and perception-based data

collected via stakeholder interviews and workshop sessions.

While output level indicators could only be covered through proxy data based on processes and (key) activities, some outcome and impact level indicators could be covered by stakeholders and relevant data custodians such as line ministries and state agencies. The national statistics agency (INE) was also consulted to identify indicators that could be informed either through available data sources or by means of proxy data. Overall, a standard challenge was that original UNDAF indicators did either not have a proper data source or the indicator did not meet the minimum criteria of SMARTness. Moreover, in those cases where the means of verification actually existed, the data was often not yet available. In essence, the vast majority of the original set of UNDAF results indicators could not be used for the purpose of this evaluation. This explains the relative vagueness in the discussion of UNDAF results at the outcome and output level. The reader who is interested in looking up detailed process results at the activity/intervention level is referred to the annex, which presents detailed complete tables of activity level data for all UNDAF outputs against UNDAF pillars and outcomes.

Given the general absence of actual output level data, in those cases where it was possible, process-centred output reporting data had to be used to assess progress against output indicators and related results statements by applying one's best judgment. At the outcome level proxy data was also referred to. This had a detrimental effect on the level of exactness in determining progress and achievements against planned results. The time that needed to be invested into basic data collection efforts would have more than

justified a separate data collection mission to prepare the actual evaluation. Additional adverse effects were that the JO's CCPD evaluation as well as, on the Government side, the DECRP-III evaluation coincided with the evaluation's in-country phase. Furthermore, the Government's focal points were still in transition from the previous to the incoming, newly elected set of technical managers, which complicated the logistics of convening joint work sessions with Government counterparts.<sup>3</sup>

Following the efforts to inform a maximum number of quantitative indicators through collective collaborative efforts, the focus shifted towards collecting qualitative data, as of the mid-way point of the evaluation's in-country phase. Other than bilateral discussions with key informants, a series of workshop sessions was organized by pillar. Respective stakeholders including UN agency technical, programme level and managerial staff, technical and managerial Government counterparts and civil society representatives were brought together to discuss, agree on and collate observations, findings and conclusions related to qualitative dimensions including the assessed relevance, (early) impact and sustainability of pillar level activities.

The half-day sessions provided structured feedback at the level of pillar outcomes, filling a specifically designed standard template following an introductory orientation module during which the approach and related methodological

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<sup>3</sup> The real issue was the relative lack of indicators that have both a (data value for the) point of departure close enough to the start of the UNDAF cycle, as well as recent data. Since only if both a value for the starting point and a relatively recent end point exist is it possible to identify a trend over time for the measure concerned. The absence of data can be explained by shortcomings in the conception of indicators in that they are simply not measurable or in that there is no data source, i.e. related data is not available since never collected; or, if collected, not yet

concerns were explained and clarified in order to ensure a common understanding of the approach. The final segment of the in-country phase was filled with bilateral follow-up meetings with technical staff to fill gaps, complement and further clarify issues in relation to both quantitative and qualitative data. In addition, a number of bilateral and group meetings were organized to address pending evaluation issues including the question of mainstreaming cross-cutting concerns, DaO-specific aspects, and specific interviews in-country and remotely (using skype) with NRAs.

As the assessment was undertaken in mid-2016, i.e. during the penultimate year of the UNDAF period (extended by one year until 2017), it has not been a standard summative evaluation. Therefore, it required some degree of anticipation with regard to the likelihood of final results delivery for those interventions that are still being implemented. The evaluation managed this challenge by:

Making projections, when feasible, based on available quantitative progress report data per output, when available in the UNDAF/One Programme database system;

Validating and triangulating qualitative outcome statements in relation to the relevant national level goals through canvassing of relevant stakeholders involved in producing the outcome in order to assess degree of likely outcome delivery

available since still being analysed by the national statistical agency INE or other entities responsible for (administrative) data collection. Where data was available to inform an UNDAF result indicator, it was carried out in each and every case. For baseline values, the most recent data available for 2011/2012 or the nearest available point in time was used. To assess progress against the final target, 2015 or mid-2016 data was used, if available. In some cases, proxy measures were used.

(which will also provide additional information on factors impacting implementation (relevance, efficiency etc.).

UN programming principles were also submitted to an analysis using standard evaluation criteria. Here, the evaluation determined to what extent the standard set of UNDAF programming principles (human rights-based approach, gender equality, environmental sustainability, results-based management, capacity development) were considered and mainstreamed across the UNDAF's chain of results. Related questions were: 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?

In addition to applying the standard criteria, the evaluation assessed, in particular, a number of specific issues. Some of these are clearly of more relevance to the core objectives of the evaluation and provide a correlating set of issues to be assessed. Respective questions addressed the dimensions of: a. The value addition of DaO; b. Leveraging partnerships; c. Mainstreaming of South-South and triangular cooperation; d. Risk analysis and management; e. Responsiveness; f. UNDAF Governance Structure; g. Strategic pitch.

The evaluation factored in that the DaO modality is interwoven with the programme outcomes, and with programming and implementation overall. Together with the assessment of programme performance, these dimensions lead to the core of the evaluation: findings and recommendations

regarding the added value and opportunity-costs of the DaO approach under the UNDAF / One Programme Action Plan in identifying what worked and what didn't, and why. This also included the assessment of the DaO/Governance dimension through evidence-based methods and tools outlined in Annex 4.

## 2 Review against Evaluation Criteria

### 2.1 The UNDAF's Relevance

The UNDAF's pillars and outcome/output results chains score high marks in terms of general relevance in that they all contribute to and thus support national priorities as highlighted in the DECRP-III.

In terms of overall alignment with the national development strategy the UNDAF pillars, while following an organizational approach that differs from the logic used in the NDS design, are all plugged into axes of the NDS (DECRP-III):

- *Pillar 1* ("Inclusive growth and poverty reduction") contributed to the 2nd DECRP-III axis, "Human Capital Development", as well as the 4th DECRP-III axis, "Strengthening the private sector", while also providing some support to the 5<sup>th</sup> DECRP-III axis focusing on the mobilization of the diaspora and migratory issues ("Global Nation");
- *Pillar 2* ("Consolidation of institutions, democracy and citizenship") contributed to DECRP-III axes no. 1 ("Infrastructure Development"), 3 ("Reducing inequalities and disparities") and 4 ("Strengthening the private sector");
- *Pillar 3* ("Reducing inequalities and disparities") at least indirectly contributed to the DECRP-III's first axis, "Infrastructure development" while the bulk of its activities aligned with the 2nd DECRP-III

axis, "Human Capital Development";

- *The 4th UNDAF pillar*, viz. "Environmental sustainability and climate change adaptation" also at least indirectly contributed to the 4th DECRP-III axis, "Strengthening the private sector" through promoting the use of renewable energies at institutional and household level while its policy centred interventions supported the environmental sub-component of the third DECRP-III axis, "Good Governance". Mainly, though, through its renewable energy element it contributed to the DECRP-III's first axis, "Infrastructure development";
- Whereas pillar no. 4 focused on environmental issues such as wildlife conservation and protection of bio-diversity, renewable energies and resilience of livelihoods, the DECRP-III document refers to environmental issues under its first axis (Infrastructure) and its third axis ("Good Governance").

Regarding overall UNDAF alignment vis-à-vis the DECRP-III's pillar logic, the following picture emerges:

- *The DECRP-III's first axis*, "Infrastructure development", was supported through activities under UNDAF Pillar 4 ("Environmental sustainability and climate change adaptation") including renewable energy-related UNDAF support.
- *The 2nd DECRP-III axis*, "Human Capital Development", was supported by the UNDAF pillar 3 ("Reducing inequalities and

disparities”), as well as technical and professional training support via UNDAF pillar 1. -While one of the four UNDAF pillar’s, namely pillar no. 4, focused on environmental issues such as wildlife conservation and protection of bio-diversity, renewable energies and resilience of livelihoods, the DECRP-III document refers to environmental issues under its third pillar, i.e. the Good Governance axis (beach protection etc.) and the infrastructure axis (axis no. 1), as sub-component of bolstering the tourism industry.

- *The 3rd DECRP-III axis*, “Good Governance”, shows considerable alignment with the UNDAF pillar no. 2 (“Consolidation of institutions, democracy and citizenship”) but also covered aspects of pillar 4.
- *The 4th DECRP-III axis*, “Strengthening the private sector”, was contributed to via the 1st UNDAF pillar (“Inclusive growth and poverty reduction”).
- The UNDAF put a much higher strategic weight on environmental issues than did the DECRP-III and in that respect, was more progressive.
- Finally, some relatively minor support to *DECRP-III axis no. 5* (“Global Nation”), designed mainly to harness the economic potential of the diaspora, was channelled through UNDAF pillars 1 and 2.

The HRBA and gender dimension are both mainstreamed across the various pillars and through dedicated activities such as technical support to the Universal Periodic

Review(UPR) under Pillar 2, and women’s rights support under Pillar 2 and 3. Pillar 1’s outcome 1 specifically targets the most vulnerable populations through policies and national programs for poverty reduction and economic development. Moreover, UNDAF Pillar 3’s design squarely addresses the needs of vulnerable, marginalized and disenfranchised women and men of all ages, young people, boys and girls and most vulnerable groups in the country. Even the “hard” anti-crime components under Outcome 2 are systematically integrated with rights-based, “soft” activities so as to ensure a proportionally-balanced crime and drug reduction programme targeting both the demand and supply side. This approach, which aims to socially and economically reintegrate drug users through vocational training etc. constitutes a paradigm shift in that it treats the dependency as a disease and the addicted as victims rather than simply and exclusively putting the blame on the drug consumers.

During the UNDAF cycle, specific technical analyses were applied towards identifying underlying challenges, causes and barriers both as pillar activities linked to specific Outcomes of the UNDAF programme as well as internally, examining internal UN processes (e.g., through the gender marker/score card exercise). In terms of the evaluation criteria, the mainstreaming of the gender and human rights based dimensions across the UNDAF (e.g., by addressing GBV, promoting LGBT rights, supporting the rights and interests of the disabled, the socio-economically disenfranchised or vulnerable etc.) benefitted its inclusiveness and thus relevance, but also its effectiveness and sustainability.

Overall, the relevance of the UNDAF design is derived from its complementarity to,

alignment with and support of such macro-political international frameworks as the MDGs, CEDAW, the UPR and various UN conventions. At the national level, it supports and ties into the DECRP-III's priorities and related multi-tiered cluster approach following the logic of economic growth linked, to the extent possible, to the principle of redistribution. In following the strategic parameters condoned by the DECRP-III for large scale programme design, the UNDAF put a strong emphasis on: (i) programs and policies promoting growth within sectors and growth clusters; (ii) programs and policies implemented for enabling the poorest and increasing their productivity and their participation in the economy, and (iii) social programs geared towards the most vulnerable.

Through its support to piloting innovative approaches and demonstrating sustainable value chain propositions with substantial potential for rapid upscaling, the UNDAF directly links into the DECRP-III's approach of identifying the value chains in the clusters where Cape Verde has the potential to grow and which may be leveraged quickly to generate inclusive growth by creating business opportunities and generating employment.

Moreover, the design and scope of the UNDAF's pilot schemes also adapted the country's current productive capacity, the international context and the capacity of Cape Verde's private sector to foster the reinforcement of the Gross National Product.

In following international lessons drawn from successful examples of sustainably engineered macro-economic growth and development tracks in transitional growth contexts, the UNDAF supports the concept of leap-frogging the development of heavy industries. Manufacturing and related light

industries have their place as long as they are tied to the identified top priority strategic growth areas of agribusiness, tourism and maritime economy. These areas, prioritized by the DECRP-III since seen as the clusters which may have the greatest impact on poverty reduction and growth generation, are all clearly supported by the UNDAF. Even the second and third sets of priorities (ICT and creative economy clusters; and financial services and aero business) are addressed by the UNDAF, not least through private sector support (through activities targeting traditional handicrafts and culture closely linked to the development of the tourism industry, SMEs, business incubators, vocational training, micro-finance, PPPs etc.).



## 2.2 Achievement of Results – The UNDAF's Effectiveness & Impact

In the following paragraphs, the performance against available high level UNDAF indicators (at the outcome and impact level) is discussed within the limits of what was technically feasible in the absence of targets. Therefore, the analysis is mainly descriptive. In some cases, reference is being made to MDG targets which are pitched at the top-most national

level and to which the UNDAF made direct and indirect contributions.

### *UNDAF Pillar 1: "Inclusive growth and poverty reduction"*

#### *UNDAF Pillar 1 / Impact Level*

At the level of impact indicators for Pillar 1, such as poverty measures, the data required to discuss overall national development trends (and the UNDAF's contribution to such trends) will only become available in November 2016. (Most recent data which is from 2007 was deemed outdated and is hence not provided, here.)

Among the set of Pillar 1 impact indicators only one showed both baseline and recent data: While the national level showed steady but relatively unspectacular growth (average of 2.2% for 2011-2013) which is neither clearly outpacing population growth nor inflation, the Gross Domestic Product (GDP) at the island level indicated a negative trend for Maio/Fogo from 2012-2014, whereas other islands had mixed results.<sup>4</sup> This hints at inter-island disparities that might actually further get exacerbated through the specific economic profiles of the various islands. The next UNDAF would be well advised to build a related analytical lens into its needs assessment during the planning stages for the next programme. Likewise, the actual programme structure and delivery mechanisms could show a higher level of island (cluster)-specific features.

Two key factors of the economy, tourism and remittances, are very much dependent on the global financial climate. Here, not much has changed between the situation

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<sup>4</sup>The most extreme cases were Boa Vista with +22.3% in 2012/2013 and 0% in 2013/2014, yielding a two-year average of 11%; and Brava, experiencing a

five years ago and the current challenges. Mobilizing the diaspora as a resource (beyond remittances) for business contacts, a skills base of expertise and qualifications acquired abroad etc. has already started but could probably be further strengthened. In this regard, the UN might have a clear comparative advantage through its global network and presence in most locations that also harbour parts of the nation's diaspora.

Available data concerning poverty incidence patterns date from 2007. Nevertheless, the marked discrepancy between rural and urban poverty, while it will surely have lessened, is still remaining. Hence, overall national and UNDAF efforts will have reduced overall incidence as well as gender and rural/urban gaps. Nevertheless, it can be safely assumed that the relative poverty gap between rural female-headed households (48.1%) and urban male-headed households' areas (in 2007, 48.1% vs. 8.5%, respectively) is still very much a reality that is on the national development agenda.

#### *UNDAF Pillar 1 - Results Discussion*

Overall, pillar 1 achieved quite good marks across the board in terms of reaching outcomes and outputs (cf. annexes 8 and 9 for the detailed data and related detailed analysis). Among its 3 outcomes, the first two outcomes were largely on track in looking at the performance against output level indicators by August 2016.

Under Outcome 1.1 "Policies and national programs for poverty reduction and economic development promote a sustainable development model from which the most vulnerable populations can

slump of -9.1% in 2012/2013 and -1.9% in 2013/2014, averaging at -5.5%).

benefit”, activities were structured along three lower level results which can be roughly subsumed as follows: a. supporting the integration of Cabo Verde into the international trade system; b. institutional capacity building for evidence-based policies and strategies to improve the industrial and economic performance and promote entrepreneurship and investment for an inclusive growth; c. analytical and design support to promote sustainable financing of the social sector and poverty/vulnerability reduction, with particular attention to women and children. The strong focus on socio-economic human rights in support of the vulnerable and marginalized to sustainably overcome poverty as befits an MIC is evident throughout the pillar design.

Available data shows a promising foreign investment trend, in that the relative proportion of investments against the GDP slightly increased from 5.5% to 5.7%, which implies that investments grew at an even slightly higher rate than the GDP, as such. This makes sense in view of Cabo Verde’s progress in terms of its business environment’s international competitiveness: the World Bank’s “Ease of Doing Business” index ranked Cabo Verde in position 121, in 2015, which is a solid improvement with regard to the country’s rankings in 2011 (146) and 2012 (132).

In terms of the employed work force’s coverage by a social protection regime, the task at hand remains similar to the situation in 2011 and 2012.<sup>5</sup>

Under Outcome 1.2 “The private sector, especially SMEs in urban areas, have better access to markets, technical and financial

<sup>5</sup> While in 2011, 37.1% (37.1% for men and 37% of the women) enjoyed social coverage, the situation in 2012 was actually slightly worse in that a total of 34.8% (36.8% among men and 32.4% of the women)

assistance services, and improved competitiveness and contribution to growth and decent labour”, output-level activities were geared towards a. supporting SME access to enhanced support services, with special focus on women and youth, for a strengthened contribution to growth, social and environmental investment and decent labour management; b. ensuring that private sector companies, esp. SMEs, are in compliance with international standards for increased competitiveness and market access; and c. introducing innovative agribusiness value chains and related best practices to improve productivity and nutritional safety.



There is empirical evidence that SMEs reacted positively to the services offered, in that while in 2012 only 122 project promoters requested “minimum package” support to set up or promote their business idea, in 2015 this figure had increased to a combined total of 798 (i.e., another 676 projects had received support over a period of 3 years, averaging at more than 200 per year). Moreover, according to ADEI, 41% of the projects submitted in 2015 actually received financial support.

had social coverage, whereas data for 2015 (35.9% in total as well as by gender), shows only a marginal increase compared with 2012 data but is actually lower than 2011.



Under Outcome 1.3 “The most vulnerable populations, particularly young people and women in rural and urban areas have better access to decent employment and programs promoting production and sustainable productivity”, related UNDAF outputs supported the government and national actors in the design of employment strategies and operational tools including decent labour aspects; and to build capacities in view of enhanced entrepreneurship at various education levels, with a strong focus on women and children, for an entrepreneurial society. The thrust of these activities, namely ensuring an equitable participation of the large proportions of namely rural women in remunerated activities, be it in the informal sector, will remain an eminent challenge for years to come well beyond the next UNDAF cycle. This being said, further UN support in this area would very much remain pertinent, provided the

comparative advantage is assured beyond the policy-related aspects. However, in terms of running actual employment schemes beyond the upscaling of UN pilot schemes, other development partners might actually be better placed than the UN to support the GoCV.

While in 1990, under the socialist regime, the employment rate stood at 74.6%, following the shift to a capitalist market economy overall official employment levels decreased.<sup>6</sup> In spite of recent shocks endured by the global economy, 2014 employment levels of 48.8% were closing in on the 2015 MDG target of 53% (source: INE-IMC). Nevertheless, even if the target was to be reached soon, there’d still be

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<sup>6</sup> In all fairness, it must be mentioned that the employment figures during socialist times likely included a fair amount of “fake jobs” with individuals listed on the payroll (of state-run companies or agencies) effectively not working at full capacity or

close to 50% of the physically eligible and capable work force running idle, which is a considerable under-utilization of the potential economic capacity. For the time being, this work force is either operating in the realm of non-remunerated household level activities, subsistence farming, surviving in dependency patterns relying on support from family or social networks, or keeps “beneath the radar” in the illicit shadow economy (incl. crime-related activities). Engaging at least part of this missing half of the work force in gainful activities would greatly benefit the national economy.

According to the 2010 census, the total resident population stood at 491,875 inhabitants (518.467 based on projections for 2014), 54% of which were youth (children and adolescents) under the age of 24 years. Annual population growth can be estimated to currently stand at slightly above 1.0% (in 2010, it reached 1.2%).



Integrating the entire youth into the formal work force will be impossible, hence the importance of enhancing opportunities to

remaining completely idle for expanded periods due to bloated staffing levels, shortages in the logistical supply chain, in some cases also low demand for services or products offered.

set up micro- or mini-businesses. Ramping up related financial services and strategic orientation is the logical next step following the promotion of an entrepreneurial society

through sensitization and education-related activities. Long-term social stability will ride on the GoCV's ability to ensure an amenable environment for gainful (self-

employment, or, as minimum requirement, at least useful activities and social engagement of the country's youth. Key indicators in the realm of governance (electoral participation, civic engagement, crime rate, drug abuse, GBV, under-age pregnancies etc.) are all linked to the above.

While urban female unemployment rates stood at 29.4% in 2011, they had improved to 26.1%, in 2015. However, the situation in rural areas actually worsened from 44.1% female unemployment in 2011, to 53.5% four years later. Among youth aged from 15-34, the situation worsened across the board from 2011 to 2015 both in urban areas (from 15.3% to 18.6% unemployed)



<sup>7</sup> In 2011, self-employed women accounted for 18.7% in urban and 11.1% in rural areas. The figure for urban self-employment among women had decreased to 12.4% by 2015, whereas in rural areas it had withered to 7.8%. Among 15-24 year old youth, the incidence of self-employment decreased from 40.7%

and rural areas (from 24.4% to 29.6%). While in urban areas, a fair share of the formerly self-employed might have been soaked up by the formal or informal sector thus leaving self-employment for "regular employment", the decrease in rural self-employed women can potentially be explained by urbanization or emigration.<sup>7</sup>

Key output indicator tables and related more detailed analytical discussions can be found under annexes 8 and 9, respectively.

*Pillar 2: "Consolidation of institutions, democracy and citizenship"*  
*UNDAF Pillar 2 / Impact Level*

The main factors contributing to the ongoing positive transformation and development process of Cabo Verde are good governance, strong democratic institutions, transparent and participatory electoral processes and free media. In March 2016, high-stakes legislative elections were peacefully held resulting in an alternation of power from the party of the erstwhile revolutionary movement to the long-standing opposition party.

Thus, Cabo Verde kept up its tradition of peaceful and credible elections, without any major incidents or outbreaks of violence being reported. Abstention rates, however, stood at around 34%, which was considerably higher than in the 2011 legislative elections where abstention rates, while still quite considerable at 23%, were 11% lower. At the time of the evaluation's in-country phase, Cabo Verde was preparing for the presidential and

in 2011 to 36.1% in urban areas (20.3%/2011 to 16% in rural areas), whereas the share decreased for the wider bracket of 15-34 year old youths from 27.4%/2011 to 21.3%/2015 in urban and from 17.4%/2011 to 13.6%/2015, in rural areas.

municipal elections, planned for autumn 2016.

In the area of democratic governance, the proportion of female law makers increased from 20.8% (15 female members of parliament among a total of 72) in 2012, to 23.6% (17/72) in 2016. With continuous sensitization efforts by the UN, the female share can be expected to further increase over the years to lessen the gap in terms of gender equality in the first chamber and elevate Cabo Verde to the likes of such countries as Angola, where 36.8% of parliamentarians were female in 2016; or Mozambique (39.6%), Namibia (41.3%), South Africa (41.8%), Senegal (42.3%), Seychelles (43.8%).

The UN's support to the GoCV in fighting corruption saw a considerable increase in suspicious financial operations being reported and investigated by the responsible Authorities: while in the window from March 2011 to February 2012 a total of 16 cases was reported leading to 13 cases in which proceedings were officially opened, in the timeframe of March 2015 to February 2016, in 21 of 23 cases the legal procedure was initiated. The increase in the absolute number of cases looked into (from 16 to 23, i.e. a 43.75% increase) and in the relative proportion of cases being opened (from 81.25% to 91.3%) point towards the successful strengthening of overall institutional ability and determination to fulfil its mandate, as well as improved skills of the manpower involved in the prosecution.

Finally, it must be noted that great strides were made in the fight against drug trafficking and organized crime, evidenced by substantial drug seizures, prosecutions and convictions of drug traffickers and money-launderers. Subsequent menaces on the part of criminal elements which

thereby tried to intimidate the rule of law and democratic institutions is an evidence of how hard organized crime was hit.

### *UNDAF Pillar 2 - Results Discussion*

The second UNDAF pillar has a convincing performance profile in that one of its outcomes has by and large been delivered, with the two others promising to reach most of its outputs. Overall, 9/13 outputs have been delivered with four others being largely on track. Three of five outputs under the second outcome and one among two outputs under the third outcome have not yet been fully delivered. Among the output indicators, 80% (33 of 41) have reached the respective target (incl. 5 over-achievers), with seven others not fully delivered and one not having advanced at all. (Cf. annexes 8 and 9 for detailed related data charts and narrative analysis.)

The first outcome under this pillar (Outcome 2.1) was designed to render "national administrations and audit institutions (...) more efficient in terms of planning, implementation, monitoring and evaluation of equitable development". It had a total of six outputs, namely: Output 2.1.1 - "The statistical system is provided with institutional and human capacities for the production and dissemination of socioeconomic disaggregated statistical data to help developing and feeding the M&E national system"; Output 2.1.2 - "Central and local institutions have increased institutional and human capacities for planning and resource affectation functions, in line with efficiency standards, including international standards"; Output 2.1.3 - "Internal and external public finance audit institutions are strengthened to ensure transparency in public resources management, as part of the public finance reform program"; Output 2.1.4 - "Administrations have adequate

technical capacities for the elaboration, implementation and monitoring of strategies and sectoral programs”; Output 2.1.5 – “Key democratic institutions are reinforced to consolidate the democratic system, with particular emphasis on Parliament reform, supporting electoral processes and promoting social dialogue”; and Output 2.1.6 – “National institutions for human rights and national actors are trained to promote, defend, protect human rights, including the submission of periodic M&E reports on the implementation of conventions and international treaties ratified by Cape Verde”.

Among the top-level achievements crowning the UN support under this outcome, it can be noted that a high-level comprehensive report monitoring the progress against the Millennium Development Goals through sectorial strategies, including a complete set of disaggregated indicators, was produced in 2014 and further updated in 2015.

Under Outcome 2.2 (“National institutions responsible for security and justice ensure increased security and citizen’s rights, especially for the most vulnerable groups”), the outputs were: 2.2.1 – “The legal framework for drugs and crime reduction is revised and in line with international conventions”; 2.2.2 – “The operational capacity of law enforcement agencies is strengthened for an effective prevention and fight against drug, organized crime, human and migrant trafficking, money laundering and terrorism”; 2.2.3 – “Government and civil society have the institutional capacities to contribute to effective drug and crime prevention”; 2.2.4 – “GBV institutions have enhanced capacity to judge in a fair, equitable and effective way”; 2.2.5 – “The Juvenile Justice system operates in

accordance with international standards and national legal framework”.

Results that could be registered under this outcome include an increase in the number of criminal cases that could be resolved, from 15% (11,156/73,622 cases) in the judicial year 2011/2012 to 22% (27,177/123,306) in 2014/2015. The striking increase in the absolute number of cases can be partially explained through carry-over and back-log of cases, as well as an increase in criminal cases being reported rather than the crime rate as such spectacularly flaring up. It can be further deduced from these numbers that the police as well as the judicial system became more engaged in prosecuting crime, which is an achievement that the UN contributed to.

In 2012, capacity in drug use prevention was strengthened at community level thanks to a training on “the role of family in drug use prevention” delivered to around 115 heads of households, mainly women, in five islands of Cape Verde. In addition, 32 youth (17 young men, 15 young women) were trained as master trainers to spread the message in their respective communities. The first-ever National Survey on Drug Use Prevalence in the General Population and School Settings was implemented in 2012 to update evidence based data on drug use and inform anti-drug policies, programmes and projects, including a new National Integrated Programme.

The national legal framework to counter overall crime and organized crime was enhanced and approved by parliament. The revised penal code which came into effect in December 2015 criminalizes human

trafficking and maritime<sup>8</sup> piracy and raises maximum prison sentence from 25 to 35 years. Since 2012, the UN supported national authorities (MoJ etc.) involved in monitoring and reporting to treaty bodies, e.g. through draft reports on the Covenant on Civil and Political Rights and the Convention on the Rights of Children.



With UNDAF support, the concept and approach of Juvenile Justice/Restorative Justice was introduced to Cabo Verde. As of 2013, in the framework of the Juvenile Justice Reform, an inter-agency UN joint programme supported the design of an integrated juvenile justice MIS. The JP also built capacity of relevant institutions dealing with justice for children, and supported the review of the legal framework. A UN-supported conference focusing on restorative justice (organized under the auspices of the Ministry of Justice, in 2015) resulted in an Action Plan to implement evidence-based recommendations to inform future policies

<sup>8</sup> Thanks to quick-fix support provided in 2014, the computerized criminal information system of the Judicial Police collected data on children in contact with the law. Recommendations for a future Justice for Children Information System were developed to upgrade the system in the following years within the framework of the UN-backed judicial police's overall technological development project. As of 2012, 39 magistrates received related specialized training in juvenile justice. For 2017, prior to the end of the UNDAF cycle, a training workshop was scheduled to

and programmes on juvenile justice in general and restorative justice in particular, as of 2017.

Further, a reintegration program for GBV perpetrators was institutionalized as an integrated regime within the Justice sector system, including the Ministry of Justice. Following the implementation of the GBV Act in 2011, it was noted that the total number of GBV cases in 2012-2013 corresponded to 6.5% of total cases. Justice sector statistics for the judicial year 2012-2013 indicate that the efficiency of the prosecution in the resolution of GBV crimes cases, is higher than the efficiency in solving other processes.

In the judicial year 2014-2015, 2567 GBV cases were judged, whereas the number of cases brought to conclusion in 2011-2012 stood at a mere 936 cases. The increase in the number of sentences implies a considerable increase in the number of perpetrators prosecuted and brought to justice. Here, it is necessary to take into account that through the approval of the related law, GBV became a crime. Ever since, the number of cases reported and prosecuted increased substantially and this can be seen as a success since it is assumed that the number of actual transgressions is stable or even decreasing, whereas the proportion of actual transgressions that are being reported and prosecuted has dramatically increased.<sup>9</sup>

train judges, national and judicial police officers. Support to prison management and social reintegration services was also provided. Furthermore, in support of children in conflict with the law, an integrated reform programme in the area of juvenile justice was developed with UN support.

<sup>9</sup> 2012 saw the development of a procedures manual for the National Police harmonizing police response to GBV cases, the establishment of a free GBV telephone line operated 24 hours a day by the National Police, and the launch of a National Rehabilitation

Thanks to UN support, at the time of the evaluation, 82% (18/22) of municipalities had a master plan ratified and under implementation that integrated the general security dimension as well as disaster risk reduction-related aspects, all the way down to detailed urban and localized plans. In addition, whereas in 2012 only 79 police staff had undergone a specific training in various fields, in 2015 a much higher number of 922 officers had received specialized training.

Outcome 2.3 ("The dialogue and participation of different social actors and citizens in the development process, particularly young people and women, are guaranteed") comprised the following two outputs: Output 2.3.1 - "The capacity of civil society and the media are reinforced for their participation in the electoral process and in key national development processes, including monitoring of MDGs progress, international commitments on human rights, implementation of the DECRP-III and the State-citizen engagement is strengthened to achieve responsive governance and accountability"; and Output 2.3.2. - "Institutional capacities to ensure increased quality and citizens' participation are strengthened, contributing among other to the recognition, expansion and consolidation of the national volunteering".

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Programme for GBV offenders. GBV and GBV Law trainings conducted in 8 islands and 14 municipalities, involving the participation local authorities, NGOs, community associations, decentralized sectors (education, health, etc.). An inter-sectorial committee for implementing the newly minted and freshly enacted GBV Law was established. A UN joint programme on justice for children started in the second half of 2013 with the aim of i- developing an integrated information system; ii- capacity building of relevant institutions dealing with justice for children; and iii - review of the legal framework. Violence Against Women and UN Women launched successive

In terms of related transformative change, the proportion of women occupying leadership and decision-making positions in the social, economic and political realm increased in some but not all areas, at the central and local levels as well as among civil society: E.g., whereas in 2011 50% of positions in the State's Executive branch were occupied by women, the share decreased to 25% by 2016. Likewise, the share of women among Chief Justices (at the Supreme Court) dropped from 3/7 or 43% in 2010, to 2/7 in 2016. However, the share of women among parliamentarians increased from 20,8% in 2012, to 23,6% in 2016. However, the share of female State Attorneys increased from 33% (9/27) in 2011 to 48% (22/46) in 2016, thereby increasing the absolute number of female prosecutors by almost 150% during the overall expansion of staff strength. This transformative change also explains the above-mentioned major shift in the justice sector's reactivity vis-à-vis GBV and related crime.

Gender disparity remains a salient feature of Cabo Verde's social tissue, given the high proportion of female heads of families (48% in 2010) particularly among poor families (56%). Women are undoubtedly the primary care providers ensuring the livelihood of families. In the economic sphere, women represent 52.5% of informal workers and receive salaries

media campaigns to disseminate knowledge about the GBV Law among community leaders, 30 NGOs and 35 media professionals. Related resource mobilization efforts took place, and a Monitoring Committee of the GBV Law was established. As a result, the coverage of the care network for victims increased to 18 (of 22) municipalities. The media campaign "A Real Man Doesn't Hit a Woman" and the national campaign "16 Days of Activism" mobilized public opinion around the issue of GBV and drew attention to existing gender inequality in Cabo Verde.

amounting to roughly only half of those earned by men.



Further under this outcome, it should be mentioned that the UN's support helped the country's civil society to produce a landmark report on women in the justice sector entitled "Relatório Mulheres Juristas - Convenção sobre direitos políticos e civis", and Handicap International's 2013 CEDAW Report.

### *Pillar 3: "Reducing inequalities and disparities"*

#### *UNDAF Pillar 3 / Impact Level*

The GINI index, a measure of wealth distribution and related inequities across the population, shows a negative evolution from 0.43 in 1998 to 0.47 for the most recent available data (i.e., in 2007), after peaking at 0.53 in 2002. This does not come as a surprise since the GoCV gradually moved from a left-wing oriented, socially inclusive political regime to a liberal, free market-oriented approach

<sup>10</sup> Similarly, despite progress, the maternal mortality rate remains a matter for serious concern requiring additional action: The 2013 rate of 37.9 per 100 000 live births, while almost halving the 1994 MDG baseline of 70, was still a long shot away from the 2015 target of 17.3. Hence, in the absence of more

which widened the gap between the affluent and the poor.

In 2015, average life expectancy at birth reached 75.7 years (79.9/f and 71.5/m) which indicates the trend for steady improvement vis-à-vis 2010 (74.5 total, 79.2/f and 69.7/m).

The infant mortality rate decreased from 22.3 per thousand in 2012 to 20.3 per thousand in 2014, while the mortality rate for less than five year olds decreased from 26.3/1000 to 22.5/1000 over the same period. In 2009, neonatal mortality still accounted for 68% of infant mortality. While no more recent data was available it can be safely assumed that at least moderate progress could be registered ever since thanks to UN support.<sup>10</sup>

The proportion of teenage mothers (under 19 years) stood at 23,9% in 2012 and improved to 18,2%, in 2014, whereas the birth rate among adolescents had already more or less reached the MDG target of 60/1000 (for 2015), prior to the beginning of the UNDAF cycle (62/1000, in 2010).

The proportion of urban population living under precarious conditions in run-down housing infrastructure significantly decreased from 61.6% in 2000 to 43.2% in 2010, and 33% in 2014.

### *UNDAF Pillar 3 - Results Discussion*

Overall, progress against stipulated output level deliverables is largely on track in that two outputs have been achieved with three still not having reached their respective targets. Among the output indicators, nine

recent data it must still be assumed that even by 2016 the related MDG target will not be reached; and this in spite of the percentage of births in the presence of qualified medical personnel had practically reached the MDG target of 95%, by 2012 (94%; as opposed to a mere 74,4% in 2007).

have reached their target with five among them having even surpassed them in terms of progress and/or the time foreseen to reach them; and another seven not (yet) having reached the projected target but being mostly on track (cf. annexes 8 and 9 for data charts and related detailed narrative analysis). Gauging higher-level progress is difficult for outcomes 3.1 & 3.2 given the dearth of statistical data. The poor design of related indicators and absence of means of verification resulted in the impossibility of measuring higher-level progress.

Outcome 3.1 (“National institutions at central and local level assure a better mainstreaming of disparity reduction and equity promotion into sectorial and inter-sectorial policies and strategies”) includes two outputs, namely: Output 3.1.1 – “Institutions’ capacities are strengthened for qualitative and quantitative information production highlighting the nature, extent, importance and distribution of social disparities and inequalities, in order to elaborate adequate policies (health, HIV-AIDS, education, employment, protection, justice, habitat and informal settlements)”; and Output 3.1.2 – “Key sectorial policies are reviewed to decrease inequalities, including gender inequalities, in compliance with Human Rights standards”.

Institutional capacity to identify and reduce social disparities was strengthened by various means. The support provided by the UN included applied research studies on health sector financing to define appropriate policy responses in view of increasing the overall beneficiary population through a more transparent and reliable social pension allocation system.

Under the UNDAF, support was provided to ensure the political, legal and institutional commitment in view of eliminating

hazardous child labour. Related international conventions and treaties were ratified and integrated into the State’s internal body of legal instruments. Along the same vein, a National Plan to combat child labour was approved by the Council of Ministers, and an official black list identifying and denouncing different types and profiles of hazardous work was validated and ratified by the National Assembly.

According to the Constitution of the Republic each citizen is entitled to social coverage. While the UN provided support allowing to progress against this objective, major challenges remain since for the time being the system is not yet able to provide social coverage services on a universal scale. Available data shows a progress from 21.5% in 2005 to 37.7% in 2013 in coverage, which indicates that while the general trend is positive the vast majority of the population is still not being reached.

Outcome 3.2 (“Centralized, decentralized and local Institutions provide equitable and qualitative services”) comprises of the three outputs 3.2.1 – “Institutional capacities are strengthened for quality services provision and promotion of intervention based on rights, in particular regarding health, education, justice and employment”, 3.2.2 – “Intersectoral response capacities are strengthened on rights to sexual and reproductive health, especially for women and young girls”, and 3.2.3 – “Institutional capacities of key actors are strengthened for a multisectoral response to STDs/HIV-AIDS, tuberculosis and drug abuse implemented, focusing on populations most at risk and vulnerable”.

Technical and coordination-related support was provided by the UN in view of designing a National Health Pact. Other achievements in the public health sector



included a sustained trend towards further decreasing the infant mortality and morbidity rates. For instance, while in 2010 the child mortality rate had stood at 22.9/1.000, it had been reduced to 20.3/1.000 by 2014. Furthermore, the UN provided technical support to design an HIV program to eliminate vertical mother-to-child HIV transmission. Finally, GBV-related knowledge and acting capacities for adapted responses to GBV cases in support GBV victims were strengthened through trainings for a large number of health professionals (122 in total, incl. 73 women and 49 men) from all the islands.

In 2015, the design work to set up a pilot unit of an integrated one-stop centre for drug users culminated in the ERID (Integrated Response Space for Drug Users) starting operations. The ERID experience demonstrates the importance of a people-centred, integrated community-based approach in terms of successfully improving treatment capacity as well as increasing access to cost-effective drug dependency treatment services within the country.<sup>11</sup>

Staff of the above-mentioned entities received skills upgrading training to provide professional residential treatment and outpatient services and are now also capable of applying advanced screening instruments and methods. In terms of related sensitization, several training sessions on Drug Community-Based Treatment and Care Services for Drug

Users and on the One Stop Shop approach took place for around 70 NGOs and CBOs representatives.<sup>12</sup>

Thanks to UN support, significant progress was made in view of reducing the threat of preventable diseases, thus securing the survival of children and reducing the risk of epidemics. Under the Enhanced Program on Immunization (EPI) the entire population of under the age of five years was immunized against diseases preventable by vaccination; these interventions have an impact on the lives of people, families, mothers and women, ensuring people's well-being. The sustainability of the Mass Vaccination Programme approach was ensured through inclusion into state budget.

A national consensus was built on the need to further deepen decentralization to improve the living conditions of the populations.

Outcome 3.3 ("The most vulnerable populations, particular youth and women, request and use quality service") had one single output, namely "Communities' capacities, especially of the most vulnerable, are enhanced around the adoption of essential practices promoting inclusive social development, participation and social ownership, and increase demand for essential social services".

The proportion of the population with HIV-AIDS receiving related treatment stood at

community leaders and members of the anti-drug coalition to raise awareness among civil society about the importance of a comprehensive drug dependence treatment, and better understanding of the relevance of integrated approach at community level. The development of further Community-based services for drug users guided by the UNODC-WHO Principles of Drug Dependence Treatment continues as per local priorities relevant to the Cabo Verdean context.

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<sup>11</sup>Since ERID's opening, there has been a strong increase in demand from drug users and their families for treatment services at ERID. In 2015, the ERID centre provided services to 194 drug users, including 171 men and 23 women of which 16.6% were referred to therapeutical follow-up treatment. In addition to ERID, a psychosocial support space and the drug-free treatment unit were established and initiated operations at the Central Prison in Praia.

<sup>12</sup>Other than training medical and counselling staff, specifically tailored trainings were conducted for

58.9% based on the figures of those registered by public health services in 2014. Here, it must be understood that the formulation of the indicator does not take into account the relative viral charge actually requiring treatment. Since not all of those infected reach and/or cross that critical threshold, but all that do require treatment receive it given the tight tracking and supervision the medical services provide, the figure actually shows that 6/10 of those infected have a viral charge requiring treatment. In conclusion, the services provided in this field are highly performing since providing universal coverage of those actually in need of treatment against the HIV-AIDS virus.



The achievement rate of children beginning and ending primary education stood at least 9/10 children for both boys and girls

<sup>13</sup> Due to a lack of standardized data collection processes, there are no figures available about the absolute number of users of the legal aid centers, which means that in the following statistics quite a few double counts (i.e., the same person using one or different services more than once) likely occur. Nevertheless, a comparison of data for the past three years (2014 vs. 2015) shows an increasing uptake of the legal aid center's services, which implies that the

during the years of the UNDAF cycle, with a total rate of 96.2% in 2011, 91.2% in 2013 and 93.9% in 2014.

The legal aid centres ("casas de direito") established with UN support are quite well known. A recent study looking into the general public's knowledge and usage of the legal aid centre's services revealed that 40.9% of a total of 1.706 respondents knew about and had at least once approached one of the legal aid centres to seek advice or information.<sup>13</sup>

*Pillar 4: "Environmental sustainability and climate change adaptation"*  
*UNDAF Pillar 4 / Impact Level*

Among the most resounding successes under Pillar 4 were the increase in national territory covered by woods and forests, from 14.3% in 1990 to 22.4% in 2012 (national MDG target 25%) and the spectacular increase in the proportion of environmentally protected areas both on land and water, from 0.8% in 1990 to 19.5% of the national surface in 2013, well beyond the MDG target of 15%. While the general process of ramping up the zoning of protected areas has already started prior to the UNDAF in question, the further consolidation of the protected areas made major strides during the UNDAF's life cycle.

Progress was achieved in ensuring that a maximum of the population has access to clean drinking water. Historically, whereas in 1990, 65.2% of the total population was using a safe water source, the coverage had increased to 90.5% and 91% by 2012

popular knowledge about its existence as well as its popularity are growing: from 9.011 to 10.064 users, 5.471 vs. 6.314 consultations, 181 vs. 311 incidents of psychological counseling etc. While gender disaggregated figures are also not (yet) available, the centers started counting cases of GBV-related counseling provided, for which the figure reached 241 incidents in 2015.

and 2014, respectively. The breakdown of the total figures between rural and urban environments indicates that it was the rural areas in particular that underwent massive strides in modernizing the water infrastructure, reaching 75.5% by 2012 and 76.6% by 2014, compared with 43.7% in 1990. What needs to be factored in, here, is the constant growth of the cities while the relative share of the population living in the countryside decreased. Hence the amount of effort that needed to be put in in the urban areas not only to keep up the previous standards but actually increase the coverage with safe water sources from a pretty decent level of 92.8% in 1990 is belied by the relatively modest increase in the coverage rate. Likewise, the giant strides in relative coverage that were realized in rural environments took place in a context of a stagnating if not dwindling population, both in terms of relative and absolute numbers. Hence, the relative stagnation/decrease in the relative urban coverage rate from 2012 (99.1%) to 2014 (98.4%) is hiding massive efforts and absolute quantitative growth given the steady rapid influx of population from the rural hinterland to the cities. Since the growth in influx is outrunning the growth in putting in modern infrastructure, the relative coverage rate has slightly declined. This by no means indicates that no work has been carried out.

The percentage of the population using improved sanitary installations underwent significant increases over time similar to the dynamics witnessed for the related indicator of access to clean drinking water, as shown by the related figures for 1990, 2012, and 2014: a. 1990: 24.5% total, 9.8% rural, 43.1% urban; b. 2012: 72.9% total, 53.9% rural, 83.9% urban; c. 2014: 73.9% total, 55.9% rural, 83.3% urban.

### UNDAF Pillar 4 - Results Discussion

One of the three outcomes of pillar 4 has achieved its targets whereas the two others haven't done so, yet. Four of the seven outputs have not yet been achieved, showing various degrees of advancement. Among the 25 output indicators, so far, 20 have achieved the final target (with three "over or early achievers") while the remaining five have not yet reached the projected target. While it is not impossible that at the end of the implementation cycle most outputs will finally have been by and large delivered in comparison to the other UNDAF pillars, together with pillar 3 this is the pillar in which the most work still remains to be done.

Outcome 4.1 ("Institutions strengthen environmental governance and application of principles of sustainable development, climate change and disaster risk reduction in policies and development plans at central and local level") consisted of three outputs, viz. Output 4.1.1 - "The legal and regulatory framework, which promotes sound governance and environmental management, is revised to include key principles of sustainability, inclusiveness, adaptation and mitigation to climate change, in line with international treaties"; Output 4.1.2 - "Central and local capacities strengthened for the elaboration, implementation and M&E of plans and strategies for environmental management and DRR sensitive to specific gender,



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youth and children's needs"; and Output 4.1.3: - "Capacity strengthened for the development and implementation of green growth strategies based on renewable energies, energetic efficiency and efficient use of resources for a development based on low carbon emissions and cleaner production".

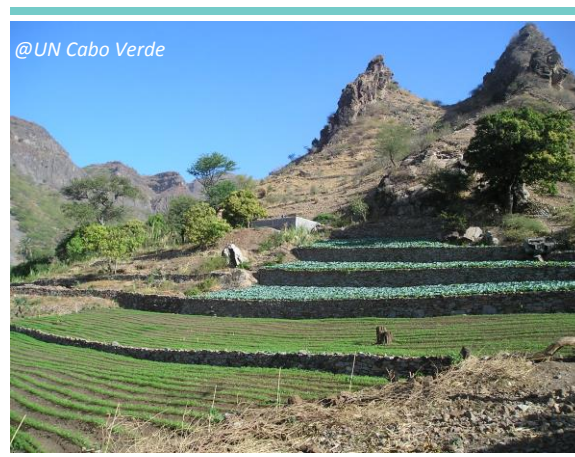
In terms of outcome level indicators, the number of policy documents at the NDS/PRSP level including various strategic sectors that had mainstreamed environmental sustainability, climate change and disaster risk reduction had increased from a baseline value of zero to four thanks to UN support during the UNDAF programme cycle. More specifically, a climate change vulnerability assessment was developed, environmental sustainability was mainstreamed into the UNDAF in support of the NSP, a screening of the latter regarding risks and opportunities related to climate change was carried out, and the Municipal Development Plan of Maio Island was revised so as to integrate climate change.

Thanks to UNDAF activities under the various outputs, the number of environmentally protected areas fully covered and thus protected by legal instruments rose from the complete absence of protected areas with legal instruments prior to the UNDAF cycle to all protected areas being covered and thus protected by legal instruments that were approved and gazzeted following an inclusive process of participatory validation of these legal instruments.

The number of national reports related to the UN's environmental conventions and treaties that were produced in line with prescribed timelines increase from a baseline of two (1. UNFCCC, 2. UNCCD) to three (3. UNCBD) by 2015, with the

"Inventory of Green Houses Gases - 3rd National Communication" to be submitted as Final Report to UNFCCC in 2017 following the submission of the 2nd National Communication to the UNFCCC secretariat in 2012, and the project approval and inception of the 3rd National Communication to UNFCCC in 2014.

Outcome 4.2 ("Public institutions and private organizations adopt a holistic approach of conservation and protection of threatened habitats and biodiversity, and sustainably manage natural resources for inclusive growth") had as single output "National institutions' capacities enhanced to design and implement strategies and action plans for the conservation of natural resources and biodiversity, and the rehabilitation of habitats and critical ecosystems".



A major success under this outcome was the production of a landmark monitoring report on the quality of the environment (the PANA monitoring report) published in 2016.

A critical achievement with long-lasting positive consequences was that the long-standing conflict between were formerly competing interests, namely the development of the tourism industry and

the protection of critical natural habitats and bio-diversity, could be reconciled through sustained sensitization, knowledge transfer, and strategic support provided by the UN during the UNDAF period.

The capacity of national environmental institutions to design and implement strategies and action plans led to the final result mentioned further above, namely the zoning or delimitation of protected natural areas and the subsequent legalization of the related rules and regulations and the enforcement of said relementation regime.

Activities under this output had a beneficial effect on the conservation of marine and terrestrial biodiversity, not least by eliminating invasive and predatory species alien to the habitat that were threatening to disturb or destroy the natural equilibrium between the indigenous species. Furthermore, there has been a national appropriation of the integrated environmental management approach.

Pillar 4's third and final outcome ("Local communities and civil society have increased environmental advocacy capacity and develop, implement and evaluate community-based projects for sustainable management of natural resources") consisted of three outputs, namely Output 4.3.1 – "Socio-economic empowerment of vulnerable populations, especially women and young, is enhanced through the promotion of innovative practices aiming for sustainable management of natural resources"; Output 4.3.2 – "Local communities are better prepared and more resilient to deal with natural disasters and the effects of climate change"; and Output 4.3.3 – "Civil society's advocacy capacity is strengthened for a sustainable management of natural resources at community and national level".

Under this outcome, public policies were designed that were specifically aimed at mobilizing the participation of local communities, by building their knowledge and skills, including their capacity to elaborate projects and mobilize resources. This led to local advisory councils being capacitated to ensure a participatory approach to natural resource management, resulting in an effective and dynamic involvement of communities in decision-making and management of local natural resources. CSOs were empowered to independently take on environmental management responsibilities and a small grants funding window for community associations and NGOs was established in order to promote environmental education in view of sustainably implementing a number of conservation projects. The inclusion of local collectivises resulted in their respective appropriation and dissemination of environmental themes among the local populace, business communities etc. which was indispensable to ensure the conservation and protection agenda.

### **2.3 Efficiency and Sustainability**

Under 10 of the 12 UNDAF Outcomes, explicit reference is made at outcome and/or output statement level to the promotion of human rights or the protection of vulnerable groups including women and youth. While 3 outcome statements include specific related reference, some 40% (14/34) of output statements make reference to human rights protection or an anti-poverty approach, e.g. "poverty/vulnerability reduction, with particular attention to women and children" (Output 1.1.3), "focusing on populations most at risk and vulnerable" (Output 3.2.3); "empowerment of vulnerable populations, especially women and young" (Output

4.3.1). While exact financial figures are not available, related financial allocations against these respective outcomes and outputs will have underpinned the high relevance the anti-poverty approach received.

While the entire pillar 3 is basically dedicated to developing an enabling environment (including capacities of rights holders and duty bearers), the first and second outcomes of pillars 1 and 3, in particular, are also at least indirectly aiming at enacting institutional changes in view of advancing Human Rights and Gender Equality issues. Given the exposure of, in particular, the most destitute population in rural areas to climate change-induced natural hazards, the entire pillar 4 is indirectly taking into account the most vulnerable population's interests, not least through its DRR component.

Despite progress in several development indicators, such as, most notably, in the areas of education and health, Cabo Verde is a country still under-going a socio-economic transition, currently facing a dual challenge of concomitantly consolidating gains so far achieved, on the one hand, and realizing a qualitative leap forward, pursuing an equitable, integrated and sustainable development model, on the other. To this one can add the recent political transition of a new government in power, as well as the advent of the SDG paradigm that has already been adopted as meta-goal structure, by the Authorities. From a vantage point of sustainable continuation of the work carried out under the current UNDAF cycle, the following paragraphs describe in more detail the respective situational evolution including continuous salient long-term trends and remaining key challenges in the areas addressed by the current UNDAF cycle's four pillars.

## 2.4 Summary of Programmatic Review

At the level of impact indicators including MDG measures, overall, one can identify a general positive thrust across UNDAF pillars. Given the relative scarcity of data sources for outcome indicators, it is difficult to pin down specific representative trends or patterns that would allow a cross-pillar comparative analysis at outcome level.

Overall, the analysis of performance indicators at the level of lower level results indicators shows good progress as far as advancement against initially fixed output targets is concerned. "Over achieving" performances at output level occurred evenly across all pillars and most outcomes and outputs and more specifically, among output indicators across all 3 outcome areas of pillar 1, 2/3 of pillar 2 and 3 outcomes, and 1/3 of outcomes under pillar 4; and across one or several indicators against 5 outputs of pillars 1 and 2, 3 outputs of pillar 3, and 2 outputs of pillar 4.

Only two output measures (in two different pillars) show inadequate advancement, whereas the overall spread of final targets having already been met versus adequate advancement, or progress being on track vis-à-vis the intended final goal, already stood at more than 70% (75 output indicators had achieved the respective target) at the time of the evaluation's data collection, with roughly 18 months remaining until the end of the UNDAF period (6 not counting the no-cost extension). This implies that most if not all targets initially set will actually be reached within the UNDAF cycle.

The achievement pattern against the stated final targets of outputs for the UNDAF implementation cycle by pillar is as follows (table 1):

	Final target achieved	Target not yet achieved but under way
<b>Pillar 1</b>	5	3
<b>Pillar 2</b>	9	4
<b>Pillar 3</b>	2	3
<b>Pillar 4</b>	2	4

*Table 1 - Pillars achievement pattern*

At the outcome level, eight out of twelve UNDAF outcomes are largely on track, overall; while three outcomes have already successfully attained their respective aggregate output targets.<sup>14</sup>

For a detailed review of progress so far realized against the various output indicators, the reader is referred to annex 9 that includes detailed narrative analysis of key activities, events and processes, at the lower results level of UNDAF outputs. The related annex 8 includes both i. a quick snap-shot traffic light matrix (without detailed account of activities and achievements against indicators) as well as ii. a detailed output matrix (incl. activities/achievements).<sup>15</sup>

Major outlook-related conclusions in view of sustainably carrying through with strategic initiatives and addressing continuous or emergent challenges comprise:

a. **Areas and issues currently addressed by Pillar 1/Inclusive growth and poverty reduction**

<sup>14</sup> One out of twelve outcomes could not be informed due to activities having been re-allocated to another pillar.

<sup>15</sup> For both the snapshot and the detailed matrix, in applying evidence-based traffic light colour coding, the background colour green was used for targets that have been reached or surpassed by actual achievements, while orange signifies that the final target has not been met but activities are largely on

Empirical data available (incl. Detailed Output level data/cf. Annex 8 and related detailed discussion of said data, in Annex 9) suggests that continuous UN support under the next UNDAF cycle would make sense under the following areas (listed as national priorities under the now ending DECRP-III cycle which was supported through pillar 1): The promotion and strengthening of the private sector; the competitiveness of domestic services at the international level; the development of rural areas linked to sustainable food production; and the strengthening of the public institutional framework for strengthening the coordination of implementing social protection policies.

Structural inequities and disparities persist across the gender divide and the integration of youth and women, in particular in rural areas, remain a clear challenge that needs to be addressed. Further, there is a real risk of driving part of the work force into precarious arrangements if self-employment is not embedded into an overall strategic framework to counter the development of a second-class economy of (informal) self-employment, and a related second-class citizenry. Decent work and social protection schemes for those employed in the public or private sector remain necessary, but if the informal sector and those self-employed are forgotten, the overall rift between those having a job and those without a "real" job will widen. As can be witnessed not only in MICs but also many economically developed countries, there

track, with red signalling serious delays or no activities. Red bold font against green background signals over-achievement in that the planned target was surpassed (e.g., number of studies or events actually planned exceeded etc.). Grey colour coding was applied for activities and respective indicators originally listed as discreet items that at some point were moved towards another outcome or pillar and thus became obsolete.

might be potential repercussions well beyond the economic sphere if perceived and real disenfranchisement were to result in the disenfranchised (youth) reacting violently to such inequities.

The country's commitment under the World Trade Organization (WTO) and the special partnership with the EU and its increasing integration into the global economy, both important prospective engines of growth and development, require increased competitiveness and capabilities for innovation that would necessarily be involving structural changes. The challenge here consists in turning potential comparative advantages into a real competitive edge, which can require spending more on research and development and less on salaries, while maintaining an adequate level of public resources to support community services. However, in the present context of increased international competitiveness and rapid reduction of fiscal space, many short and medium-term challenges remain, including; i) further development of tourism as an inclusive and sustainable wealth generator; ii) prudent management of debt; iii) improving the contribution of agriculture to growth; iv) domestic resource mobilization (human and financial) but also from the Diaspora; vi) the expansion of the productive base in order to limit dependence and; v) promoting investment to date closely related to the tourism sector.

#### b. Areas and issues currently addressed by Pillar 2/Consolidation of institutions, democracy and citizenship

The country's ambitious transformation agenda foresees to build a dynamic economy where a. growth can be sustained, b. the private sector is innovative, competitive and creating jobs,

and c. regulatory institutions are strengthened. The authorities are currently engaged in an on-going national reform program to address gaps in capacity remaining in the public administration. Here, the UN would be well placed to provide related overall strategic guidance and technical, managerial support through its specialized agencies.

Issues related to migration including but not limited to refugees will likely keep growing as a national as well as regional challenge that will require coordinated holistic policy responses. Other than policies, related capacity, systems and skills will also need to be established and fostered. The UN family has comparative advantages in these areas that the GoCV might rely upon over the coming years.

Likewise, international crime and trafficking (drugs, arms, modern slave trade, selling children, organ trade etc.) are inter-linked phenomena driven by transnational criminal networks. The UN can provide substantive technical inputs in these areas, particularly when it comes to related "soft" components such as coordination, policy, capacity building support, crime prevention-related sensitization of the population, etc.

In extrapolating from current national priorities related to Pillar 2 the following goals in which the UN has specific expertise and can boast of comparative advantages, will likely be on the policy agenda over the coming years: i. creating an enabling environment for more inclusive popular participation in the country's development dynamics; ii. building a modern knowledge society based on technological innovation and integrated governance; iii. improvement of the regulation, supervision, quality and effectiveness of justice, including legal assurances and



guarantees of private sector economic transactions; iv. improvement of the business climate to boost the creation of sustainable jobs in the private sector; v. modernizing public administration including but not limited to establishing a fully functional system of integrated human resource management and the sustainable qualification of human resources; vi. sustainable territorial development, inclusive and promoting equity, competitiveness and intergenerational solidarity.

### c. Areas and issues currently addressed by Pillar 3/Reducing inequalities and disparities

The achievement rate of children beginning and ending primary education seems to indicate a negative trend for girls over the past few years. For the period 2011 to 2014 the available statistical data – M 94.3% vs. F 98.3% (2011); M 92.7% vs. F 89.8% (2013); M 97.2% vs. F 90.5% (2014) – shows a significant gap opening up at the expense of the girls' relative success rate (of those beginning the primary cycle), declining by 7.9 points from 2011 to 2014 whereas the respective boys' graduation rate increased by 2.9 points. This might warrant to be further looked into to rule out that the figures are indicating a development trend that would require being addressed through sustained interventions at the policy level.

For public service provision such as through legal aid centres, it is of crucial importance to enhance the data collection procedures. For time being, double counting of the same individuals using the services provided several times is part of the statistics. While the general number of consultations including multiple users is in itself a valid indicator, it should also be possible to generate statistics about the

number of individual users, the average number of consultations across which kind of services per user, the "entry point" service and potential patterns in using several different services by the "typical user" etc. Hence, it is suggested to upgrade the statistical systems in these centres. If the principle of anonymity needs to be applied for a number of counselling services, double counting could still be avoided (for instance, by assigning unique user codes and issuing non-name user cards bearing that code) to individuals approaching the centre.

There is an interesting trend hidden in the tracking data for the legal aid centres, though: While in 2014, 643 mediations led to 533 agreements that resolved the related issue or conflict, in 2015 there were 305 brokered agreements for 764 cases. In the first quarter alone of 2016, there were 404 cases (of which 194 had been resolved within that timeframe with others likely going to be resolved in the following months). It can thus be surmised that the absolute number of cases will easily surpass 1,000 by the end of 2016, and might actually double the number of cases mediated two years earlier. The relative yearly success rate in brokering an agreement (83% in 2014 vs. 40% in 2015 vs. 48% for Q1/2016) might be an imperfect measure in that one can assume that for an irregular number of cases, agreements cannot be immediately reached but might require successive follow-up sessions or just some time for parties involved to think things through before they ultimately agree to the proposed, mediated solution; which might lead to the yearly limit being overrun. The gist of the statistics presented here is that the mediation services are proving to be a major success that could ease the burden

on the formal court system quite significantly.<sup>16</sup>

By 2014, 98.4% of the population living in urban areas had access to modern drinking water. While the long-term trend remains positive comparing historical data with the current figures, this almost perfect score still marks a decline vis-à-vis the 99.1% that had been reached two years earlier. Hence, there is need to be vigilant and keep up with the pressure exerted on the housing and WASH infrastructure by individuals leaving the countryside in search of jobs in order to avoid sliding backwards in urban environments, while at the same time steadily enhancing conditions in the country-side.

In general, the challenge of reducing the gap between living standards in the rural and urban areas needs to take into account that the phenomenon of urbanization is increasing the pressure on meeting and maintaining acceptable living conditions in the urban areas. Whereas in rural areas, the population stagnated between 1990 and 2010 (190.892 vs. 188.010, which translates into a slight decline of -1.5%), the urban population increased from 341.491 to 491.683 (+44%). At 56% in 1990, the share of the rural population was still well above 50%, some 25 years ago. By 2010, the relative share had decreased to 38%. In all likelihood, the relative share of the rural population will dwindle to a mere third of the population very soon, unless this landmark has already been reached in the recent past. This means that the people of the “poor and backward”

<sup>16</sup>This being said not all of the cases being brought forward to the low-threshold, low cost legal aid services would normally even end up being submitted to the formal court system. But even in this respect this should be a welcome development since, rather than introducing a second-class justice system for the poor, the mediation services are likely to act as catalysts capable of effectively addressing existing

country-side brought along their needs and requirements when migrating to urban centres, thereby putting (additional) pressure on the cities’ infrastructure and related efforts to ensure urban growth and modernization. Hence, whereas the traditional challenge was to ensure that the rural areas were not falling too much behind, one can project that over the coming years the challenges of governing constantly growing cities will require more attention. In terms of infrastructure-related challenges, the issues to be addressed concern decent housing, access to safe drinking water, electricity, transport, waste management, energy etc. Similarly, social and public services of comparable quality meeting minimum standards will need to be provided to and within all neighbourhoods, including those of the less and non-affluent, and newly arrived city dwellers, be they migrants from within the national borders (fleeing/leaving the countryside for the main cities) or from abroad.

To conclude, there is a strong likelihood that the following issues for which the UN is already providing qualified normative,



grievances, be it at a relative low scale. Nevertheless, such “petty” grievances (often between neighbors, colleagues, former friends etc.) have a very real socio-psychological and probably also quite often economic cost. In this respect, the legal aid center’s mediation services are likely having an impact on strengthening the degree of social cohesion and intra-communal peace.

strategic and technical support under the current UNDAF, will require sustained GoCV engagement: i. Further modernization of the educational system with the focus shifting from universal access to quality related concerns; ii. Improved coverage of the social protection system; iii. Reform of the public health sector to ensure its cost efficiency and sustainability; iv. Building sustainable vocational training institutions and promoting access to decent work for its graduates; v. Reinforcing inclusive participation in the country's development dynamics; vi. Furthering the quality of public sector management and service provision as well as ensuring the sustainable integrated management of its human resources; vii. Transformation into a modern knowledge society, technological innovation and integrated governance; viii. Promoting equity and intergenerational solidarity.

#### d. Areas and issues currently addressed by Pillar 4/Environmental sustainability and climate change adaptation

Cabo Verde remains quite vulnerable to climate change with its related negative impact on agricultural cycles due to unstable rainfall patterns. Adverse effects induced by the phenomenon of climate change can have serious repercussions on the already sensitive ecosystem(s), as well as significant negative impacts on progress regarding development and poverty reduction. In this context, the issue of climate change is a major challenge that will need to be even further integrated into a holistic cross-sectoral national planning and development process.

Another important aspect related to the effects of climate change are the consequences for the economy and the population's livelihoods. Especially those working in agriculture, the fisheries sector

and tourism will likely be negatively affected by the constant rise in mean air

and sea temperatures with the negative impact on the equilibrium of various forms of land life (i.e., terrestrial flora and fauna) and sea life (fish, plankton, molluscs/jellyfish, corals etc.), the increase in sea levels and the destabilization and resultant volatility of extreme weather events (heat waves, wind gusts, thunderstorms, abundant rainfall in very short periods of time leading to flash floods etc.). Other than negative effects on the fishing sector (depleted fish stocks), agriculture (depleted water levels, failed crops from not enough or too much rainfall and unforeseen weather-induced pests/insect invasions), and the environment (e.g., descending water table levels leading to deforestation), most of these climate change-induced phenomena will also have large-scale negative effects on public health. The incidence of skin cancer will increase, for the elderly and very young persistent heat waves will represent a vital danger etc. It is also likely that the overall demand for electricity will soar well beyond the to-be-expected increases stemming from demographic growth and the general increases in wealth levels resulting in a general increase of electrical appliances at the household level. A main factor here will be the increased consumption of power by a rising number of air conditioners, refrigerators and deep freezers. These complex phenomena and the over-arching negative effects will require well thought through policy responses and practical solutions. Related in-depth research including forecasts and scenarios on the effect on the national economy and other sectors will be required, not only, but definitely also for Cabo Verde.

In addition, the changing climate will have required increased investments into hardware and software for disaster risk reduction in terms of prevention, mitigation, preparedness and reactivity. The increased need for climate risk reduction will need to be systematically tied to building resilience and adaptive capacity of the country, taking into account the underlying causes of vulnerability, including those relating to gender inequality.

While there has been a positive impact towards improving Environmental Sustainability, and mitigating Climate Change at macro, meso and community level of the work carried out under this pillar, many more efforts need to be provided to ensure that the commitments and obligations of the recent UNFCCC's 21st Conference of the Parties (COP 21) are going to be successfully implemented.

South-South knowledge management will play an ever-growing role in this regard, quite likely in particular through the network of the Small Island Developing States. Incidentally, this kind of alliance could also further gain in its value for globally conveying the interests and needs of such states as Cabo Verde in the face of climate change. The UN could provide valuable

In projecting current national priorities in this domain, potential upcoming or to-be-continued already existing activity fields which the UN could consider in view of the next UNDAF cycle would comprise the following inter-related areas:

- i. Promoting sustainable management of natural resources, ensuring the conservation and protection of natural habitats, public goods (air,

- water etc.), and the protection of biodiversity and landscape;
- ii. enhanced information and environmental sensitization and awareness building through communication measures and trainings;
- iii. intensifying environmental integration in sectoral, regional and local development policies, including:
  - a. developing holistic integrated policies for a sustainable rural economy as an instrument for the settlement of populations within the countryside as well as bolstering food security, preserving natural habitats and preventing desertification; and
  - b. developing an urban policy to ensure environmental sustainability as decisive element for the spatial, social and functional consolidation and coherence of the national territory.

## 3 Assessment of DaO Management Arrangements and Practices

### 3.1 Mainstreaming of cross-cutting programming principles

The cross-cutting programming principles of human rights and gender equality were worked into the design of UNDAF outputs and activities under all UNDAF pillars (informal economy, decent work, gender, anti-crime including human trafficking, DRR, etc.).

The recent *Gender Scorecard* which assessed the UNDAF's status in terms of gender mainstreaming against 8 dimensions (planning, programming, partnerships, policies and capacities, decision-making, budgeting, M&E, quality control and accountability) attributed the final average grade of "needs improvement", or 2.9 out of 5 possible points. This translated into the UNCT almost meeting the minimum standard of 4 points on the scale of 5, and being likely to achieve or surpass this threshold by 2017 or 2018, if the recommended remedial action is properly applied.



At the level of the gender scorecard's eight assessment dimensions, the UNCT netted an average of 4/5 for Decision-making; and 3.5/5 under Programming, corresponding to meeting *minimum standards*. These two out of 8 dimensions were thus the only ones found meeting the minimum standard a UNCT is expected to achieve on gender mainstreaming, following UN institutional mandates in these dimensions. 3 points were reached by the three dimensions of Partnerships (3.3/5), Planning (3.2/5) and Budgeting (2.5/5). Dimensions that were assessed as "inadequate" (2/5) or worse, were: UNCT Gender Capacities (2.3/5), Monitoring and Evaluation (2/5) and Quality control and accountability (2/5).

While the principle of environmental sustainability was captured under an UNDAF pillar in its own right (Pillar 4), the principle of capacity building was reflected in particular under the second and third outcomes of each pillar, which concentrate on institutional capacities and operational aspects under the third outcome; with the first outcome focusing on normative, upstream-level policy related work. This being said, the general approach towards systemic capacity building also applies to Pillar 4, in that strengthening the legal framework and tools and investing in the technical capacity at central, local and community level aims at enhanced levels of environmental governance.

UNDAF M&E capacity and systems are a major weakness that should urgently be addressed to allow for genuine RBM to become the practice. This encompasses both financial and performance related tracking at the UNDAF activity, output, and outcome levels.

### 3.2 Comments on M&E-related issues

UNDAF Outcome indicators were not (properly) aligned/identical with actual official statistics; issues range from non-SMART/unclear and confusing formulation to lack of data (sources), and non-consideration of pertinent existing data with viable data sources.

Further issue(s) regarding the indicator design at UNDAF output level: In some cases, output level indicators which are defined broadly enough to capture multi-agency contributions of joint outputs, show narrowly defined, single agency targets (example: Re Output 1.2.1 / *"SMEs benefit from enhanced support services, with special focus on women and youth, for a strengthened contribution to growth, social and environmental investment and decent labour management"*; the related first indicator "Number of SME projects supported around competitiveness enhancing (by sex, age and place of residence)" has a target (*"16 unidades hidropónicas pilotos e 4 unidades pilotos para o aquacultura/hidroponia (2016)"*) that only covers partial aspects of the indicator).

Internal planning and M&E systems tend to follow a specific corporate, internal agency logic, technical terminology, procedures and standards (including results chain and indicator design), and planning cycles, that are not always aligned with the UNDAF-specific logic, cycle, terminology etc.; the result being that agency specific inputs and related reporting need to be "translated" into UNDAF logic with its specific indicators,

for related reporting<sup>17</sup> is either activity based rather than results based, and/or follows the agency specific results chain logic, which makes it necessary, and often difficult, to translate reporting data into the results-based UNDAF M&E logic. Related issues could be addressed by ensuring higher levels of coordination in strategic planning of agency-specific contributions/inputs to the UNDAF/UNDAP, incl. agency-specific "matching" of activities and related indicators to UNDAF output indicators so as to facilitate joint inter-agency reporting against UNDAF performance indicators.

There were some critical voices mentioning that following the UNDAF mid-term review, not enough time was dedicated and/or avenues offered to provide input/feedback to exhaustively discuss the review of the results chains and the related M&E system.

There is a logical and practical disconnect between the importance that the Government allotted to capacity building in the realm of (development-related) M&E and the existing systems to monitor the UNDAF (specifically, but not only, at the outcome and impact level). On the bright side, GoCV and the UN are now jointly pursuing the vision of building national capacity to cover all international statistical needs and requirements which will allow the UN to align its impact and outcome indicators, as well as a fair share of the administrative reporting-based output indicators, on national data sources, as recommended by the Paris Declaration on Aid Effectiveness.

<sup>17</sup> As an example: ILO has a 3-4 year intermediary cycle "Decent Work Programme" as corporate mid-term strategy designed at ILO HQ; the country-specific biennial agency planning is derived from the corporate programme and aligned with the UNDAF time horizon and results pyramid structure, adjusting

concepts/elements of the country level results chain to ensure it fits the UNDAF in the country-level interpretation of the corporate agency programme; and there is agency specific reporting to their respective HQs and donors.

Programme focal points interviewed displayed various degrees of understanding of RBM concepts; hence, the PMT/RCO might consider organizing a RBM refresher training (before, or linked to, design of new UNDAF/UNDAP).

RCO M&E working group became dormant. If genuine UNDAF M&E is to be carried out, related human resources must be put in place. In addition, the related mechanisms and process must be approved by the UNCT.

The general assessment of the UNDAF's effectiveness by means of data analysis at the level of UNDAF outcome indicators faced the challenge of generally poor availability of data. The absence of milestones and final targets for UNDAF outcome indicators doesn't pose a major problem in itself since a general trend and related assessment can be determined regardless of a target value.

### **3.3 Leveraging partnerships and mainstreaming of South-South and triangular cooperation**

The UNCT successfully managed to leverage partnerships (EU, bilateral donors incl. Luxemburg etc.) including mobilizing financial and technical resources through South-South partnerships.

While most funds and budget lines are aligned with the UNDAF cycle or, even if they have a shorter life-span than the entire UNDAF, started at the beginning of the UNDAF, there were some funds linked to programmes that had started prior to the UNDAF and "overlapped" into the UNDAF cycle's implementation period. Horizontal and vertical outreach beyond the UN still has leeway for expansion/development; example: youth employment multi-stakeholder workshop

to develop a technical fact sheet for BAD was hailed as "first ever" and potential best practice, by participants.

In 2014, a One UN Resource Mobilization Strategy was adopted and successfully implemented. Currently, a One UN Action Plan for the Resource Mobilization Strategy is under development and about to be finalized. It is expected that following the implementation of this coordinated approach the former inter-agency competition for (local) financial resources will completely disappear.

As mentioned earlier, the UN managed to cover 92% of the initial budget for the 2012-2016 period, which is a high rate in light of global funding constraints caused by the international financial crisis.

Thanks to the Delivery Results Together Fund (DRT-F) almost USD3.4m could be mobilized. Furthermore, the UNCT successfully managed to leverage donor partnerships (EU, WB, AfDB, bilateral donors incl. Luxemburg etc.), as well as South-South cooperation.

Other than the mobilization of technical resources, additional financial resources were made available through the avenue of collaborative South-South arrangements comprised the mobilization of technical as well as related financial resources (Timor-Leste, Uruguay, Brazil, and Lusophone African countries including Guinea-Bissau and São Tome e Principe).

The successful South-South partnerships realized under the UNDAF are:

- a. *SDGs (PALOP countries plus East Timor/Timor Leste = ProPALOP-TL ISC):* Triangular cooperation in the field of SDG16 and overall an important contribution to South-

South cooperation as well as the largest of its kind under the UNDAF.

b. *Health (São Tomé e Príncipe):*

Technical partnership to implement the Strategy for Household-level nutritional fortification aiming at the reduction of the incidence rate of anaemia in infants less than 5 years old. During the UNDAF cycle the Ministries of Health of São Tome and Cabo Verde engaged in mutual exchanges of related experiences incl. lessons learned, which in particular benefitted São Tome in emulating best practices from Cabo Verde in implementing the strategy. In return, Cabo Verde benefitted from São Tome's experience in adapting the strategy to specific needs of the country.

c. *Environment/WASH (Brazil, India, South Africa):*

Thanks to funding from India, Brazil and South Africa, a desalination plant was constructed to provide safe drinking water to over 12,000 people. The plant, which is located on the island of São Nicolau, was inaugurated in 2014.

d. *Gender (Guinea Bissau, Brazil):*

From 2009 to 2013 UN Women in Cabo Verde technically supported the UN Women Programme in Guinea Bissau (GNB), developing programmatic synergies between the two countries, with emphasis on capacity building and the exchange of experiences in program areas such as Women Leadership and Political Participation and combating Gender Based violence. More recently, an exchange visit was held in GNB between Cabo Verdean and

local women's organizations, working on women economic empowerment. There are ongoing dialogues and efforts for a common action plan to prevent and combat Zika and to learn about GNB experiences in implementing the UN Resolution 1325, on Women, Peace and Security.—Additional South-South/triangular cooperation in the field of gender included gender sensitive budgeting, parliamentary taxation of public spending, and exchanging experiences between women parliamentarians (cf. [http://www.agora-parl.org/sites/default/files/fast\\_fact\\_s\\_parliamentary\\_development\\_2016.pdf](http://www.agora-parl.org/sites/default/files/fast_fact_s_parliamentary_development_2016.pdf)). In view of establishing the National Rehabilitation Programme for GBV offenders, a core technical team was trained with the support of a Brazilian NGO.

e. *Youth and Adolescents (Angola, Brazil, Mozambique, Namibia, Uganda):*

Cabo Verde benefitted from an exchange with Brazil on matters pertaining to youth inclusion. Furthermore, through the framework of a triangular cooperation project involving Cabo Verde, Brazil and Switzerland, the countries collaborated in the field of Restorative Juvenile Justice. Together with local NGOs, the Ministry of Youth is running a project in support of young adolescents facing, or threatened by, social exclusion (particularly from the education system). The community-based project is supported by UNDP, UNFPA, UNICEF and the Brazilian Embassy in Cabo Verde. In 2013, the Brazilian NGO Afro Reggae helped



train members of local organizations in three vulnerable neighbourhoods of the capital to mobilize community networks in view of providing alternative and viable life paths for youth experiencing or at risk of social exclusion.

In the context of curriculum revision and more specifically, under the Entrepreneurship Program in Secondary Schools, Cabo Verde benefitted from experience sharing with Angola, Mozambique, Uganda, Namibia and Brazil, in 2013. All these countries had already successfully launched similar programs. Brazil, in particular, shared its unique expertise concerning the program implementation process.

f. *Social Protection (Brazil, Uruguay):*

In July 2016, a representative of the National Secretary of Care of the Ministry of Social Solidarity of Uruguay participated in a Strategic Dialogue on Social Policies in Cabo Verde, organized by the Ministry of Family and Social Inclusion and the CIGEF, with the UN support (UN Women, UNICEF, ILO, UNDP and FAO). The representative shared Uruguay's experience and lessons learned in the implementation of a care system in their country and to share tools and strategies adopted for this purpose; and met with several key players in this field, NGOs, academy and the Minister of Family and Social Inclusion, to exchange and share experiences, and to agree on a list of priorities for future collaboration.

In order to enhance the national social protection system and to

strengthen the capacities of the public administration, the options for a cash transfer program were jointly prepared in 2014, through a partnership between UNDP, UNICEF, and the International Policy Centre for Inclusive Growth and IPEA (Applied Economic Research Institute) through South-South Cooperation with Brazil.

g. *Labour (Uruguay, Brazil):*

Through a very fruitful south-south cooperation with Uruguayan institutions started early in 2010, the process allowed to strengthen national capacities to conduct and to present in 2013 the results of the Survey on Time Use and Unpaid Work. The results of the survey allowed to set up an Inter-Ministerial National Working Group to design and propose gender sensitive social policies and to generate consensus on the needs to design and implement a National Care System. Related to this, Brazil provided valuable lessons learned in terms of the design and operational administration of a social transfer scheme and related mechanisms. Other complementary analyses, trainings and seminars took place during these last two years. Through this building-capacity process and innovative cooperation with Uruguay, the GoCV has stated as target in its new government programme the implementation of a national care system, and a request from the Government of Cabo Verde to Uruguay has been drafted to request the technical assistance from Uruguay in the context of formalizing the south-south

cooperation between the two countries.

- h. *Statistics (Brazil, Uruguay, Sierra Leone, Côte d'Ivoire, South Africa):* In September 2010, a team of technicians from INE (the National Institute of Statistics) and a technician from ICIEG (Cape Verdean Institute for Gender Equality and Equity) participated in the 2nd International Seminar of Studies on the Use of Time, held in Rio de Janeiro, Brazil, organized by UN Women in collaboration with the Brazilian Institute of Statistics (IBGE). Participation in this event allowed the Cape Verdean team to become introduced to the various methodological aspects and conceptual theoretical framework of the research on the use of time.

Cabo Verde is part of the joint ECA/AfDB/UNFPA-sponsored initiative supporting census offices in Africa. In 2015, an MoU was signed between Cabo Verde, Sierra Leone, Côte d'Ivoire, South Africa and Brazil and UNFPA in New York, agreeing that an Africa Census Coordinating Committee (ACCC) would establish Reference Centres in Censuses with Electronic Data Collection in Africa. This effort shall be supported by IBGE in Brazil and UNFPA, with AfDB and ECA providing catalytic support to these centres. The conversation between UNFPA, ECA and AfDB started in 2014, in view of promoting and facilitating the use of efficient and effective technology in African censuses, in particular the use of handheld devices in census enumeration, not least in view of implementing the CRVS strategy and the 2020 round of censuses in rollout countries in support of the Africa Agenda

2063 and Sustainable Development Goals consistent with SHaSA priorities.

Further, in March 2011, a training workshop was held including representatives of ICIEG, INE and CIGEF (Research Centre for Gender and Family of the University of Cabo Verde). The mediation of UN Women offices in Uruguay and Cabo Verde allowed the seminar to receive technical support from the National Statistics Institute of Uruguay.

A data analysis workshop and public presentation of results, held in July 2013, focused on the need to revise social policy, in particular in respect to a care system, which needs to take into account children and the elderly, caregivers, the promotion of reconciliation of work and family life, and the economic contribution of unpaid work, supported mainly by women (who do 68% of unpaid work while men cover 32%).

A mission of two specialists from Uruguay travelled to Cabo Verde to work closely with a national task team from the INE and ICIEG, in close partnership with UN Women's staff on the ground, to organize and facilitate two workshops for data analysis and report writing, ensuring the participation of key stakeholders and contributing to a quality report on results and findings stemming from the Time Use survey.

To resolve the lack of systematic data on crop production, support was provided in 2012 for the establishment of a quick assessment method to estimate agricultural production, with south-south technical assistance cooperation provided by the Brazilian Institute of Geography and Statistics (IBSG).

- i. *Public administration and planning (Brazil i.a.)* Through South-South

cooperation training organized in 2015, specifically with Brazil, more than 200 executives and technicians of various sectors including the Ministry of Finance and Planning and line ministries, are now able to apply the "results-based budgeting" approach in formulating, monitoring and implementing the state budget. Options for a new social protection programme were developed using the Brazilian experience.

In 2012, experiences in parliamentary reform were exchanged with the parliament of Brazil.

New courses and training scenarios for Public Administration officers were defined through a partnership between UNDP, a Brazilian institution specialized in public administration (FUNDAP) and the Cabo Verde Secretariat of State for Public Administration, to facilitate the capacity development of civil servants and in view of the transition to the revised Career and Salaries Plan which was approved in 2014.

In 2014, UNDP provided technical assistance in order to strengthen the financial management of public accounts (implementation of the national budget and yearly financial reporting or General State Account) through enhancing the capacities of staff and Court judges. South-South cooperation in this area comprised:

- i) 1 General Auditor and 1 technician from the IT department visited the Brazilian Court of Auditors to exchange over strategies and communication planning;
- ii) a training of trainers for 2 General Auditors on the SAIPMF (self-evaluation of

capacities and strategic planning for Audit institutions) was conducted in Brazil in partnership with INTOSAI-IDI, the World Bank and the Court of Auditors of Brazil and Portugal.

- ii. *Anti-Graft (Costa Rica & Malawi)*: As part of the implementation by Cabo Verde of the United Nations Convention Anti-Corruption Review Mechanism, and pursuant to Cabo Verde's self-evaluation completed in 2012, the UN supported the country in starting the peer review process. In this respect, a delegation composed of experts from Malawi and Costa Rica, as well as from the UNODC, in its capacity as secretariat, engaged in working sessions with relevant national authorities.
- iii. *Anti-Crime (Brazil)*: In the context of building the capacity of the joint anti-drug trafficking unit at the International Airport of Praia, two staff members participated in a joint operation in Brazil. Furthermore, a four-day training session on human rights in police work was facilitated by two experts from the Brazilian Federal Police and attended by 28 participants, including officials and officers from the national police and the judicial police, two prosecutors, a judge, two staff from the Human Rights Commission and one staff from the Ministry of Justice. Public awareness and capacities to identify and prosecute cases of trafficking in persons was strengthened as a result of UNODC technical assistance including a training event supported by Brazil. The training held in 2014, in Praia, targeted law

enforcement agents and civil society activists.

- iv. *Justice Sector (Brazil)*: The Cabo Verdean Judiciary launched a pioneer policy initiative which consisted of the development of its first 2015-2016 national strategic plan for the judiciary aiming at a faster and fairer administration of justice. The draft document was the main output of a training workshop on procedural management and strategic planning that UNODC co-organized with the Superior Council of the Judiciary (CSM) in which around 35 judges from almost all jurisdictions of the country participated. The event held in 2014 was co-facilitated by an expert from the Brazilian National Council of Justice (CNJ).

In the framework of the Joint Initiative on Justice for Children established with the participation of different UN agencies, a Conference on juvenile justice was organized in Cabo Verde, in 2015. This Conference received technical support from the "Terre des Hommes" Brazil Foundation to initiate a national debate on restorative juvenile justice, identifying key strengths and weaknesses, and opportunities for the introduction of this innovative to promote children rights.

### **3.4 DaO's value addition and related Challenges**

#### *Joint Office*

The Cabo Verde UN country team is made up of five resident agencies: the three ExCom agencies (UNDP, UNICEF and

UNFPA) under the JO, WHO and FAO. The JO dominates the UNDAF in terms of financial and operational presence: 45% of allocated budget resources from 2012-2016 have been managed by the JO.

The Joint Office (JO) contributes to 59% (20/34) of outputs with JO involvement across all UNDAF outcomes. Nevertheless, specialized agencies/NRAs such as UNIDO, ILO, UNODC, UN-Habitat, UN Women, IOM etc., were making major contributions to the UN country presence.

The Joint Office (JO), formally launched on 1 January 2006, is an innovative feature, that preceded the UN Reform process of the UN's operational development system with Cabo Verde becoming one of the original eight DaO pilot countries, in 2008.

The CCPD for the three JO agencies was derived from the UNDAF/UNDAP, which qualifies as best practice. There are some positive examples of DaO-induced operational practices such as the reality of the One House, joint LTAs, steps towards harmonizing per diem rates for national consultants etc.

The planning of yearly activities is a participatory process involving relevant stakeholders including all resident and non-resident agencies and resulting in a joint annual work plan per UNDAF pillar. The coordinated planning allows to avoid duplications or gaps in programming, and mobilizes agencies for activities in which they show comparative strengths and advantages. This allows to maximize the quality and value for money in terms of effectiveness, efficiency and the impact of UNDAF interventions.

Under the JO, the ExCom agencies UNDP, UNFPA and UNICEF (as well as, under the previous UNDAF, incl. WFP operate under

the umbrella of a joint office structure with one single budget, a combined common country programme, and a joint common operations service. Managerial and technical JO staff work for all ExCom agencies, rather than only one. The RC also serves as the RR for all three ExCom agencies. Within the JO, transaction costs have been substantially reduced thanks to the multiple character of JO staff roles and responsibilities (all figuratively speaking wearing up to three hats, depending on the circumstances).

### *UNDAF coherence*

The UNDAF was derived from the UNDAF, and the first JAWP was directly derived from the UNDAF. Actual yearly planning was carried out through a participatory process resulting in the joint annual work plans which turned out to be a, if not the major tool for programme coordination. UNDAF annual work plans were based on the logical structure of UNDAF programme pillars (i.e., a separate AWP per pillar).

The UNDAF, initially conceived as overall programme coordination tool, gradually withered away into the background after the design of the UNDAF. Likewise, the UNDAF set of output and outcome indicators was virtually shelved and forgotten during the actual implementation of the UNDAF, with reporting focussing on processes and activities.

There were a number of joint programmes but mostly, they were confined to results chains within the same pillar.

Initial agency planning reflected in the architecture of the UNDAF's results framework shows traces of single agency planning logic being "front-loaded" in the UNDAF planning process, rather than the SOPs logic of joint planning in response to jointly identified comprehensive country

needs from which joint programmes are derived. In particular, this concerned pillars 2 and 3. On the other hand, UNDAF joint planning and reporting exercises also entailed intense inter-agency exchanges and coordination.

While actual implementation mostly followed a silo logic there is also evidence for partial thematic programme design transcending conventional (i.e., silo) logic. E.g., under the first and second outcomes of Pillar 2 many programming components are highly integrated and cross-sectoral.

Identified positive examples for coherence comprise: i. Strong levels of coherence in substance and processes within the JO; ii. Joint delivery at output level with strongly coordinated outputs and activities across outcomes, including formal JPs; iii. Improved visibility of NRAs following the introduction of SNU/GoCV co-leadership for pillar groups; iv. The UNDAF design was mainly shaped in correspondence with available funding (supply side approach) which explains its high resource mobilization rate (above 90%).

However, some staff were of the opinion that the thematic structural logic of the previous UNDAF which followed a thematic logic rather than the current three-tier logic (of macro/meso/micro or policy/capacity building/service delivery activities) allowed for higher levels of coherence in programme delivery. There were concerns about the respective scope of, and delimitation between, UNDAF Pillars 2 (multi-sectorial "mini-UNDAF") and 3, an issue even persisting following the MTR, even though at a lesser scale. Finally, some staff consider that horizontal and vertical accountability, the solidity of the RR-agency firewall and the practice of inter-agency information sharing could still be improved. Some voiced their frustration

about limited opportunities and fora/processes to “genuinely” engage in in-depth joint planning with other UN agencies.

### *Effectiveness, Responsiveness, Sustainability*

Overall effectiveness across pillars was good, with quite a few outputs where indicators showed a solid pattern of over-achievement against the planned timeline and/or deliverable(s).

There is evidence for flexible management responsiveness to emerging issues. For instance, the HIV-Aids technical working group grew into a full-fledged (Public) Health Group in response to emerging high-stakes issues such as the Ebola threat etc. When GoCV authorities were in real need of high-quality large-scale support, and the donors followed suit making available large amounts of resources, the UN immediately seized the opportunity to step up, thereby filling the gap to address immediate high-stakes needs.

There is evidence on the IPs’ and the UN’s willingness and ability to learn from identified weaknesses and address inefficiencies building on lessons learned. Such flexibility and reactivity was reflected in joint annual work plans used to rectify the course. Many recommendations submitted by the mid-term review were taken on board and followed through.

In view of the alignment with the national development strategy and planning cycle, along with its inbuilt focus on building requisite upstream management capacities (systems, structures, staff, etc.) the chances for results’ overall sustainability must be rated as generally quite high given that the overall focus of the UNDAF on capacity building implies that in-service training-based activities will have a good

foundation to continue in the future even potentially without UN support.

Regarding early indications for, or evidence of potential early impact, there are already some solid indications for arguably game changing interventions directly attributable to UNDAF interventions. Such success stories comprise, inter alia, the introduction of a birth registration mechanism based on the review of the “code civil”; strategic support in the education sector which culminated in the drafting of a comprehensively revised, modernized education policy; the successful promotion of renewable energy technologies; under the new government, the successful translation of the innovative paradigm of the new drug addiction policy into a revised institutional arrangement, moving drug demand reduction services from the Ministry of Justice to the Ministry of Health supporting the science-based doctrine that drug dependency is a disease, rather than a moral deviation.

### *Operational Efficiency*

In terms of general efficiency, the UN managed to achieve most planned results at output level including many outputs that received less than the initially planned-for resources, which implies good value-for-money ratios and high resilience and coping capacity of the UN and/or its partners in view of funding shortages.

With regards to fundraising and absorption capacity, the UNDAF has so far managed to mobilize 92% or USD76,056,910 of the initially planned USD82,445,090 for the 2012-2016 period. Thereof, the environment and climate change pillar (no. 4) consumed the highest percentage, namely 36%; closely followed by the institutions and policy pillar no. 2 (31.5%). 21.5% were allocated to Pillar 1 (economic growth). The third pillar was the smallest

with 11%. Across pillars, absorption rates or spending over allocations, mostly stood at 90% or higher.

There is evidence of best practices of efficiency and sustainability, for instance, in the form of training master trainers and multiplier agencies at the institutional level. In addition, the practice of mentorship arrangements for training-on-the-job deserve to be mentioned, here. Furthermore, the recent expansion of the pillar working group structure to also include GoCV representatives from line ministries as chairs/co-chairs to mirror the UN internal co-leads increases the likelihood of generating future gains in terms of impact, effectiveness, efficiency, coherence and alignment vis-à-vis GoCV activities, in general.

In terms of efficiency gains, there seems to be dormant potential to tap into synergies by “breaking up” traditional silo barriers and tapping into cross-silo synergies; e.g., through a genuinely integrated initiative that would address on a large scale and in a holistic manner the issues of employment creation, culture, education, health and anti-crime especially targeting youth.

An internal review exercise spearheaded by the OMT resulted in the mapping of on-going processes and internal office standards and mechanisms at country level. This stocktaking allowed to identify services and processes that could be merged or streamlined by opting for a common solution (e.g., by adopting one common standard or technological solution in a given technical or service-related area). However, the country-level enthusiasm for enacting change is still being seriously hampered by individual agency systems and guidelines imposed through the vertical hierarchy, i.e. either the regional and/or headquarters level. An

example of a seemingly relatively straightforward candidate for harmonization would be the area of ICT, where one would assume that switching to a single IP provider for telecom services as well as opting for a single internal technological solution for the telephone system’s hardware (PBX) should be feasible. Alas, single agency corporate regulations are still not flexible enough to opt for a shared solution at country-level, here. This led to the paradoxical situation where the various resident agencies (FAO, WHO, and the JO representing the remaining three) each penned a separate contract with the same service provider. The OMT has come to the conclusion that in most cases, the most promising way forward is alignment (consensually select the best performing solution and, where applicable, abandon the current standard in favour of the identified, most promising common standard), rather than working towards agreeing on a novel, to-be-designed solution.

Some individual agencies recently embarked on their own, agency-specific change management exercise that also follows the logic of streamlining processes and realizing transaction cost savings/reductions. Unfortunately, but also quite typically, these initiatives were conceived and are now being implemented following a single agency, silo logic and hence are not coordinated with a unified inter-agency agenda. Hence, the success the OMT can for the time being show for their efforts is limited to rather small and relatively insignificant niches that don’t appear on the radar of corporate agency-level interests, such as a harmonized approach to contract out office cleaning services to a single supplier.

## 4 Conclusion

### 4.1 Lessons learned and general Outlook

To conclude, a rapid summary is presented in the following lines addressing key strengths and identified major challenges, as well as programmatic and operational best practices.

In terms of major identified strengths across pillars, the UNCT has shown a great degree of flexibility and responsiveness to react to urgent challenges. Specifically, in the realm of climate change and environment, the field of disaster risk reduction required the UN to rapidly show a coordinated response in view of a number of life-threatening calamities including the volcano eruption on Fogo island, the earthquake on Brava island, the Zika outbreak and potential Ebola threats from the mainland.

Regarding programme effectiveness and impact, the evaluation has shown the added value that often springs from various UN agencies coordinating their various strengths and comparative advantages in the interest of the beneficiaries. The multi-layered and multi-faceted architecture of the UNDAF addressed allowed to address complex cross-sectorial issues such as gender (in)equality, socio-economic disenfranchisement, human rights etc. Through the UNDAF, the UNCT supported the people and the State of Cabo Verde at the various inter-related levels of normative guidance, upstream policy support and reform(s), institutional strengthening and capacity building, support to enhanced service delivery, and the introduction of innovative approaches and technologies through grassroots level pilot projects.

Overall, effectiveness levels were convincing, which earns the UNDAF a more than satisfactory final score with regards to target achievement and overall accomplishment. Especially in light of the financial under-funding in various programming areas, some results were more than impressive since actually over-achieving the initially set final target which had been programmed in relation to (full) funding expectations.

Best practices include the following programmatic and operational approaches:

- an extensive range of South-South Cooperation-based events, initiatives, projects and sometimes even programmes, allowing to tap into a wealth of experiences especially from among, but by no means limited to, lusophone countries in Africa, Latin America, and Asia;
- innovative features under the DaO agenda, including JAWPs etc.;
- some areas where Cabo Verde is slowly emerging as (potential) leader and centre of at least sub-regional if not continental excellence, e.g. in the field of statistics (lead role in SDG16 development, ECA-UNFPA-AfDB initiative etc.).

Ironically, one of the major weaknesses of the UNDAF were the internal UNDAF M&E system and related practices, and this in spite of the UN providing sustained, extremely valuable technical capacity building support to the national statistical system.

The general thrust of the next UNDAF will ideally embrace the following strategic guidance:

- Build on those programmatic areas and experiences where the UNCT is already strongly positioned, including the following: education, gender, human rights, LGBT etc.;
- further build on the strong portfolio of South-South collaboration not



- least in the interest of sustainability and financial funding prospects;
- c. pursue the approach of area-based programming, shaping island-based programme responses along specific needs of sub-ensembles of islands with similar needs (tourism vs. trade etc.);
  - d. urgently strengthen the internal capacity for UNDAF M&E by hiring dedicated professional staff;
  - e. consider a general approach option for programmatic focus (select areas/limited number of flagships with deep programming) over expansiveness ("being everywhere, doing everything");
  - f. in terms of programme design and relative weight of pillars, invest specifically into the area of DRR adaptation and, probably to a lesser extent, mitigation of climate change since these are major strategic challenges affecting the general livelihood and prospects of all sectors and thus require complex multi-generational programmes to start immediately (blue economy, greening, disaster preparedness, renewable energies etc.);
  - g. further build on existing strengths and experiences of DaO governance, including: strategic joint planning, ONE UN annual joint programming, ONE UN joint coordination for the UNDAF (UN and National pillar leaders).

## 4.2 Final Set of technical Recommendations

*Based on the mission's findings and conclusions the evaluation can submit the following key recommendations:*

### (A) MACRO-LEVEL STRATEGIC PROGRAMME ARCHITECTURE & SCAFFOLDING

- I. Support GoCV in designing and conducting an SDG prioritization process to identify those SDGs that the national efforts (next NSP/DECRP) should most focus on. Derive the programmatic structure and contents of the next UNDAF from the identified national priority areas (incl. standard considerations such as comparative advantage/best value offer for money etc.), thus firmly grounding the UN programme cycle in the SDG structure.
- II. In order to adequately address the quite diverse characteristics and development challenges of the various islands consider a much stronger customization of technical support by island. Unless already done, islands would first need to be grouped into sub-sets of islands facing similar challenges. Where applicable, focus on island specific, systematically integrated joint programming and joint programmes. If applicable, also consider whether GoCV should be approached to discuss the merits (but also risks) of using such an area cluster-based planning approach as a planning matrix for the DECRP. If so, the SDG prioritization might also have to be further broken down to a second

- level of islands or rather, island clusters.
- III. Within the UNDAF, consider focusing on not more than three main focus areas (“flagship joint programmes”) that could potentially even cover components of several Result Groups across UNDAF pillars if such degree of horizontal integration makes sense.<sup>18</sup>If this idea is embraced, avoid retrofitting content of fully fleshed out JWPs into flagship JPs, but rather inject the JP planning logic into the actual design of the JWPs as well agency-specific planning processes from the very beginning to avoid disjointedness. Otherwise, there is a risk of agencies simply mechanically copy/pasting agency specific activities which were planned regardless of any DaO considerations of even a specific UNDAF logic, into work plans that are “joint” in the sense of non-coordinated single agency contribution to the UNDAF.
  - IV. Consider replacing UNDAF/UNDAP/yearly Joint AWP with only an UNDAF light or UNDAP+ (outcome level log frame incl. indicators with light narrative) plus five-year joint work plans for the result groups (addressing one or more UNDAF outcome areas) to reduce workload and enhance coherence of actual UNDAF interventions.
  - V. Consider introducing customization of planning/plans, at the level of Municipalities and/or different island(s), also considering to lump entities with similar profiles and challenges together into clusters across municipality/island borders, so as to enhance the quality of UNDAF services.
  - VI. The UN (and the Government) to immediately start mobilizing technical expertise through the current UNDAF in order to conceive a long-term vision of at least 15 years, to align with the 2030 agenda. Expanding the general planning horizon beyond a five-year time line would not entail elaborating detailed action plans beyond the standard four to five-year cycle. Rather, it would plot a strategic course against which the upcoming NDS/PRSP cycles would be planned and the respective UNDAFs would have to align with. Such systematic mid- to long-term strategic planning of consecutive PRSPs and respectively aligned UNDAF cycles to jointly pursue the SDGs should prove beneficial in terms of plotting the strategic course to achieve the SDGs within the next 15 years including the UNDAF response as per alignment with the NDS.
  - VII. Regional/HQ level: Suggest cross-agency integration of regional or global plans/frameworks to enable country level programmes to be

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<sup>18</sup>Depending on the final articulation of the next NDS/DECRP-III, this could e.g. consist of programmatic blocks such as: 1) “turquoise economy” (blue-green) focusing on job creation in sustainable tourism and related industries combined with a strong integrated environmental theme of protecting natural resources, mitigating climate change risks through adaptive agri-, silvi- and aquacultural practices and

fisheries, building disaster resilient livelihoods and promoting innovative, creative culture (lead agencies: UNDP, FAO, UNIDO, UNESCO); 2) “public social service delivery and good governance” essentially merging major components of pillar 2 with pillar 3 (lead agencies: UNDP, WHO, UNICEF, UNFPA, UN Women).

conceptualized and implemented in line with a (n even) more coherent, inter-agency approach. A prime candidate in the West African context would be the nexus of environmental vulnerability, livelihoods and economic foundations including the following strands of challenges and related activities: security/anti-crime & anti-terrorism (trafficking of drugs and/or people)/DRR/monitoring and enforcing the regime of protected areas for wildlife/habitat protection (no-go areas, no poaching, no wood-cutting etc.)/life-saving coast guards). Short-listing criteria and candidates for such programmes to take place through regional consultations which could be facilitated by the Regional UNDG.

#### (B) PROGRAMME DESIGN (CONTENT, SCOPE, DELIVERY MODEL)

- I. As default programme design and delivery model and unless good reasons stand against it, opt for joint programming/programme approach building on the platform of the UNDAF's joint programming process, to provide depth and enhance inter-agency and inter-stakeholder coordination to UNDAF activities, thus strengthening internal cohesion at the level of implementation and managerial oversight.
- II. As specific recommendation linked to the point above: Looking forward, there are indications based on statements put forward by the new government, that the upcoming DECRP-III will focus, among other issues, on economic growth and job creation for the

youth as well as fighting crime, trafficking and drug abuse. The next UNDAF should consider devising an integrated programme addressing economic (re)orientation and education as a preventative crime fighting measure as well as (ideally regionally integrated) anti-crime and drug trafficking initiative. This would be an opportunity to combine reactive elements of the current UNDAF's Pillar 2 with a proactive, prevention-driven logic where the UN could provide "soft" components including strategic upstream and capacity building support. UNODC's on-going "National Integrated Programme in the fight against drugs and crime" which is derived from UNODC's Regional Integrated Programme for West and Central Africa, which in turn is aligned with UNODC's Global programming, would serve as a stepping stone for integrated multi-agency programming beyond the relatively timid examples of currently existing levels of UN agency involvement complementary to UNODC, under Pillar 2

- III. Avoid "fuzzy" catch-all programme components such as the current UNDAF's Pillar 2 design ("UNDAF within the UNDAF"). Instead, strive to find a balance between size and relevance of genuine results groups that will transcend the traditional silo or cluster approach reflected in the UNDAF design by following a cross-cluster oriented programming logic.

#### (C) FUNDING MODEL

- I. Introduce basket funds (potentially directly tied to SDGs/NDP-PRSP pillars as M(P)TFs, if GoCV/MoF

agree) linked to strategic initiatives, allowing for controlled cherry-picking.

- II. Align UN programmes to the next DECR's pillar logic to a greater extent to mainstream UNDAF fund-raising purposes in the spirit of aid effectiveness (funding according to, or in the general spirit of budget funding).

#### (D) PROGRAMME GOVERNANCE ASPECTS incl. OPERATIONAL ASPECTS

- I. Consider upgrading programme results group leadership/supervision role to Agency Chief level to enforce accountability vis-à-vis set performance goals/indicators.
- II. Lessons to be learned from the JO's experience in terms of reducing transaction costs through shared cross-agency systems and standards (mostly by opting for one of the three corporate standards rather than inventing new integrated systems used to jointly manage operational processes for all three JO agencies) should be looked into beyond JO boundaries. The upcoming BOS will be crucial in this respect to map out remaining constraints and identify opportunities and need for urgent action.

#### (E) UNDAF & DaO M&E

Joint tracking and reporting capabilities of UNDAF implementation and performance urgently need to be enhanced since related systemic and procedural weaknesses are blatant:

- I. Esp. if recommendation no. I is implemented, if and where applicable, use SDG indicators as high-level UNDAF indicators at

impact/outcome level. Respective baseline data, targets, means of verification etc. could then be derived from and aligned with SDG tracking efforts at national level.

- II. Rigorously apply the RBM logic from the outset, by aligning the UNDAF cycle's design of results/performance indicators with available national data sources as means of verification. Where related data is not yet being generated, this might warrant specific technical support to be mobilized through the current UNDAF following the example of imminent UNDAF support to the Praia Group of governance-related statistics. Don't forget also setting performance targets for higher-level indicators and consider linking results indicators to (yearly) milestones that would then serve as tangible targets at the level of planning and implementing the respective result group work plans.
- III. In order to strengthen qualitative monitoring, social media, big data mining and other innovative approaches should be considered. This could be a new area of collaboration between INE and the UN, not least because UNDAF M&E framework (indicators, data sources) need to be aligned with INE indicators at impact/outcome level (domesticated SDG indicators at impact level, part of outcome indicators using household surveys and official INE-sanctioned administrative routine data collection).
- IV. Introduce an UNDAF-specific cross-agency financial tracking process connected to related M&E data, to track financial allocations and actual

expenditures against activities. At the aggregate level, this would enable results group and UNCT management to monitor and report against UNDAF/UNDAF level beyond mere pillar level financial tracking. Such a system would be regularly populated with agency data, as the results group and UNDAF level. This might require revising the ToR of the results groups.

- V. Strengthen UNDAF M&E capacity at the UNCT level by creating at least one dedicated senior level national slot or, alternatively, at least one mid-level international position, to be added to the current RCO organigramme. Related mechanisms and process to be approved by the UNCT.
- VI. M&E is not to be treated as an afterthought but must be plugged into a foremost position within the planning chain including linking a data-driven situation and needs assessment to results-based planning, including establishing SMART indicators, baselines, targets and results statements; and subsequent evidence and results-based management processes. Add the tasks of regular tracking and reporting of UNDAF output and, to the extent possible, outcome and impact indicators to those of the Results Groups responsible for managing the implementation and M&E of respective UNDAF pillars, as per the DaO SOPs.
- VII. Introduce a regular anonymous DaO staff survey process to take the pulse of the corporate climate, to serve as internal monitoring mechanism in terms of internal communication, information sharing etc. This needn't be a work-

intensive major exercise and could be carried out only once or twice within an UNDAF cycle. To the contrary, it would ideally be conceived as an ultra-light, live on-line system with a limited number of key coherence and coordination-related indicators such as perceived quality of information sharing/transparency among agencies etc. Along the same vein, agency management might want to consider participating in the 180 (or 360) degree-type internal peer review process organized on a yearly basis by UNDG-DOCO; or else, introduce its own peer-review type mechanism which might well be conceived as an "oral", interactive powwow-type exercise. Similarly, a "DaO-townhall" event including all staff categories might be an event to be introduced as a yearly or biannual exercise allowing to keep tabs on the reality of DaO among staff.

--- End of Main Body of Report ---