



# Joint Independent Common Country Programme Evaluation

## The Republic of Cabo Verde

## Acknowledgements

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP), the Evaluation Office of the United Nations Children's Fund (UNICEF) and the Evaluation Office of the United Nations Population Fund (UNFPA) would like to thank all those who have contributed to this evaluation.

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### Stakeholders and partners

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**Other stakeholders and partners:** Government of Cabo Verde, representatives of United Nations agencies, civil society, non-governmental organizations and bilateral and multilateral development partners.

## Foreword

We are pleased to present the evaluation of the United Nations 2018-2022 Common Country Programme (CCP) in Cabo Verde, implemented by the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA).

Cabo Verde is a lower middle-income country with a stable democracy but structural economic challenges mostly due to its location and topography as a small island developing State. Cabo Verde's development agenda during the evaluation period was driven by the National Strategic Plan 2017-2021. The COVID-19 pandemic has had a major impact on its people and economy, as the tourism sector accounts for around 26 percent of GDP and 40 percent of employment in the country.

In 2006 Cabo Verde became the first pilot of the joint office model, with the goal to better harmonize and simplify United Nations activities. This model entails one joint programme encompassing the mandates of the three agencies, using UNDP business processes under a 'support agency' arrangement. The evaluation found that the joint office model was relevant, as it aimed to provide a unified presence and integrated programme delivery. However, the implementation of this model still faces major challenges due to the lack of integrated accountability instruments such as joint monitoring, evaluation and reporting systems or financial mechanisms.

The evaluation found the CCP to be relevant to national priorities and the Sustainable Development Goals, building on the mandates and comparative advantages of the three agencies. Implementation of the CCP contributed to the country's development results in several ways. For instance, the CPP supported new education, health and energy-efficiency policies, organized cash transfers and vaccine acquisition to respond to the COVID-19 pandemic, and promoted gender equality, although without necessarily addressing the root causes of inequality.

As the three agencies continue their support to Cabo Verde, the new CCP should finalize the institutional set-up of the joint office governance model, including the office structure, recruitment of key staff and installing the necessary management and coordination mechanisms. The new CCP should also more strongly articulate its theory of change, making explicit the risks and assumptions, broadening stakeholder engagement, and promoting a more coherent approach to programme implementation. The areas of work of the new CCP would also benefit from programmatic adjustments and improvements, to increase their effectiveness and ensure that they address the needs of the most vulnerable and marginalized people. In addition, the joint office should step up its efforts to assist the Government to identify new sources of financing, especially in view of the country's middle-income status and deteriorating public revenues as a result of the COVID-19 pandemic.

We would like to thank the Government of Cabo Verde, national stakeholders, and colleagues from the joint office and the regional offices of the three agencies for their support throughout the evaluation. We hope the findings, conclusions and recommendations will strengthen the formulation of the next Common Country Programme Document, to achieve a more inclusive and sustainable development pathway and recovery for the people of Cabo Verde.

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## Acronyms and Abbreviations

BioTUR	Mainstreaming Biodiversity Conservation into Tourism project
CABEEP	Cabo Verde Appliances and Building Energy Efficiency project
CCA	Common Country Analysis
CCP	Common Country Programme
CCPD	Common Country Programme Document
COVID-19	Coronavirus Disease 2019
CSO	Civil society organization
DaO	Delivering as One
DIM	Direct implementation modality
DNA	National Environment Directorate
DNICE	National Directorate of Industry, Commerce and Energy
DRR	Disaster risk reduction
ERP	Enterprise resource planning
FAO	Food and Agriculture Organization
FGD	Focus group discussion
GBV	Gender-based violence
GEF	Global Environment Facility
GEWE	Gender equality and women's empowerment
GHRWG	Gender and Human Rights Working Group
HLPF	High-Level Political Forum
ICCPE	Joint Independent Common Country Programme Evaluation
IEO	Independent Evaluation Office
IGE	Institute for Gender Equality
ILO	International Labour Organization
IMR	Infant mortality rate
INFF	Integrated National Financing Framework
IPCA	Institute for the Protection of Children and Adolescents
JDR	Joint Deputy Representative
JRR	Joint Resident Representative
LNOB	Leave No One Behind
M&E	Monitoring and evaluation
MIC	Middle-income country
MoF	Ministry of Finance
MoH	Ministry of Health

MoU	Memorandum of understanding
MSME	Micro, small and medium-sized enterprise
NAMA	Nationally Appropriate Mitigation Actions
NDC	Nationally Determined Contribution
NGO	Non-governmental organization
NIM	National implementation modality
OECD	Organization for Economic Cooperation and Development
PCNA+	Joint Post-Crisis Needs Assessment
PEDS	Strategic Sustainable Development Plan
PEMD	Strategic Municipal Development Plan
PSEA	Prevention of sexual exploitation and abuse
ROAR	Results-oriented annual report
SDGs	Sustainable Development Goals
SGP	Small Grants Programme
SIDS	Small Island Developing States
SRH	Sexual and reproductive health
ToC	Theory of change
ToR	Terms of reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNSDCF	United Nations Sustainable Development Cooperation Framework
WACS-CV	West Africa Competitiveness Support – Cabo Verde project
WCARO	West Central Africa Regional Office
WFP	World Food Programme

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# Evaluation Brief

In 2006, in a major breakthrough in United Nations reform, four United Nations agencies in Cabo Verde – United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA) and the World Food Programme (WFP) – came together as One, sharing One representative, One Common Country Programme (CCP), One budget, One set of business practices, One office and One communications plan. This initiative in Cabo Verde, known as the Joint Office Model, has yet to be replicated anywhere else. With WFP ending its operations in Cabo Verde in 2010, the remaining three agencies continue to operate under one joint office, with a common country programme document (CCPD) encompassing the activities and mandates of all three. This was a major step towards harmonizing, simplifying and reducing the costs of United Nations presence in a small country context, under the framework of United Nations reform.

The joint office is currently implementing its CCPD for the 2018-2022 period, which was approved during the first regular session of the UNDP and UNFPA Boards in January 2018, and of the UNICEF Board in February 2018. The CCPD was developed in collaboration with development partners, in support of the Sustainable Development Goals (SDGs), and aligned with the United Nations Development Assistance Framework (UNDAF) 2018-2022. It is structured around five outcomes: 1) sustainable development of human capital; 2) sustainable natural resource management; 3) economic transformation and sustainable and inclusive growth; 4.1) democratic governance and partnerships; and 4.2) public policies, partnerships and justice. The total budget for the period 2018-2021 was US\$ 35,803,494.<sup>1</sup>

## Purpose and intended audience

This evaluation was jointly commissioned by the Independent Evaluation Office (IEO) of UNDP, the Evaluation Office of UNFPA and the Evaluation Office of UNICEF. It focuses on the CCPD, and the implementation modalities operationalized by the joint office, with a view to contributing to the preparation of the next CCP due to start in 2023. The geographical and temporal scope is aligned with the CCPD 2018-22, including joint office programmes, projects and interventions with government, private and civil society counterparts in the Republic of Cabo Verde between 2018 and 2021.

The purpose of the Common Country Programme Evaluation is twofold: (i) to determine the extent to which the CCP achieved its intended results in an efficient, well-coordinated, coherent and economical way while maintaining relevance; and (ii) to learn whether the joint office model has been an enabler for the effective and timely delivery of the CCPD, increasing effectiveness, efficiency, and capacity to leverage resources. Likewise, the evaluation has an important accountability function, providing the country and regional offices, headquarters, national stakeholders and partners with an impartial assessment of results achieved.

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<sup>1</sup> Data as of 15 November 2021.

## Methodology

The evaluation adhered to the evaluation guidelines of the three agencies, as well as United Nations Evaluation Group (UNEG) norms and standards and guidance.<sup>2</sup> In line with the United Nations Gender Mainstreaming Strategy, the evaluation examined the level of gender mainstreaming across the CCP and operations. The evaluation applied two approaches: theory-based contribution analysis to assess CCPD results; and a case study design to assess the joint office governance modality. The evaluation used a mixed-methods approach, with common instruments to collect data for the six evaluation questions.

## Country context

The Republic of Cabo Verde is a small island developing State (SIDS), located off of the west coast of Africa, with a population of 544,081. It is a lower middle-income country with a stable democracy, but suffers structural economic challenges due to its location and topography. Its economy is highly dependent on tourism, and presents significant inequalities in access to employment and government services across the nine inhabited islands. In 2015, 35.2 percent of the population was affected by poverty, and 10.6 percent by extreme poverty.

The population of Cabo Verde is young, with a mean age of 29 years, and unemployment impacts young people the most. While literacy and enrolment continue to progress in Cabo Verde, there are persistent asymmetries in access to education between rural and urban communities. Cabo Verde has made substantial improvements in maternal and infant mortality and nutrition since its graduation from Least-Developed Country status in 2008, though imbalances remain in access to health services across the 22 municipalities. Investment in family planning has improved reproductive health, but youth pregnancy remains high. Cabo Verde's path to democracy has become a benchmark and central element in the country's credibility.

Cabo Verde is a semi-arid country with limited arable land and renewable freshwater resources. Drought episodes are recurrent and will intensify with climate change. Cabo Verde strives to increase its renewable energy share and extend its national protected area system. However, habitat degradation and the overexploitation of marine and coastal ecosystems threaten the achievement of national blue economy targets.

## Findings and conclusions

Overall, the joint office has been perceived as a positive model and a hallmark of the country's identity in the international community. Three main comparative advantages have emerged from the joint office in Cabo Verde: 1) an integrated programme of the three partner agencies that benefits from economies of scale; 2) the rationalization of operations; and 3) unified representation. However, the actual functioning of the joint office lacks key components in relation to its legal basis, information asymmetries and accountability mechanisms, and the lack of a joint monitoring, evaluation and reporting system has limited the efficiency gains and ability to

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<sup>2</sup> UNEG (2020) Ethical Guidelines for Evaluation <http://www.unevaluation.org/document/detail/2866>; and UNEG (2011) Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance. <http://www.uneval.org/document/detail/980>.

effectively monitor and assess the collective contributions of the three agencies to CCP outcomes and outputs.

The CCP is relevant for the development of Cabo Verde, providing an integrated approach for implementation of Agenda 2030 and the commitment to 'leave no one behind'. CCPD interventions have been consistent with national priorities defined in the Strategic Sustainable Development Plan, Ambition 2030 and other key sectoral policy documents.

Overall, the CCP has demonstrated moderately satisfactory progress towards programme output targets, and produced positive results of varied scope, scale and strategic importance. It has delivered relevant and effective contributions to programme outcomes while achieving a moderate degree of sustainability.

The CCP made contributions to gender equality and women's empowerment in the country, addressing the differential needs of women and men and promoting the equal rights and benefits for women. Nevertheless, limited attention was paid to addressing the root causes of inequalities and discrimination. People with disabilities were considered among the actions to combat Coronavirus Disease 2019 (COVID-19) through human rights awareness campaigns, but disability issues were not roundly addressed under this CCPD.

The CCP was effective in adapting to the pandemic context and providing the country with timely and crucial support during COVID-19. It helped to sustain livelihoods, ensuring the continuity of basic health (vaccination, sexual and reproductive health assistance), educational services (distance learning) and providing financial assistance to the most vulnerable. It is less clear, however, to what extent the CCP has clear strategies to adapt to the post COVID-19 country context, considering the protracted nature of the crisis.

Over the 2018-2022 programme cycle, the joint office managed to mobilize 90 percent of the total planned CCPD financial resources. New interventions face a low national public investment margin and are highly dependent on foreign funds, thus CCP support to the institutional development of Cabo Verde has been essential. Nevertheless, the sustainability of CCP interventions often hinges on the continuity of the joint office and involvement of international partners in the country.

### Recommendations

**1: The three agencies should accelerate measures necessary for the definition and implementation of the new CCPD already underway.** This includes finalizing the establishment of the joint office governance model, office structure, management and coordination mechanisms, and recruiting key staff.

**2: The new CCP should strengthen the coherence and potential effectiveness of the programme.** Develop a new theory of change for the CCPD, considering the new national development framework, as well as changes to the context and the knowledge accumulated during the current CCPD 2018-2022. Recruit a joint deputy representative or programme manager to the joint office to increase programmatic coherence. Support the country's positioning at international level in four key areas: the 'Financing for Development in the Era of COVID-19 and Beyond' initiative; SIDS;

foreign debt; and human rights. Support Cabo Verde as an active SIDS country, especially among African SIDS.

**3: In the post COVID-19 context, the CCP should help Cabo Verde to strategize on its recovery, seeking out new opportunities for sustainability and capacity-building of senior government and private sector staff.** More alignment is needed to connect high-level policies in the post-pandemic context, taking into account the new national development framework, in areas such as economic diversification, the fight against poverty, the transition to a blue economy or digitalization.

**Thematic recommendations for the different portfolios:**

**4.1 Health - The CCP should increase support to the health system.** This includes the integration of health data across different health centres within the country and increased support to the extension of health benefits to remote islands and for people with disabilities. The CCP should help the country with long-term planning to develop national capacity to provide more complex types of health care assistance. Efforts should also be intensified to decrease teenage pregnancy rates, which remain high in the country, and help to plan education campaigns for improved health habits taking into account the new epidemiological profile of the country. Capacity-building efforts for health professionals should be maintained and intensified and take into account new trends of HIV infection, which especially affect young girls.

**4.2 Social protection - The CCP should increase support to give coherence to the social protection benefits available to the most vulnerable, make them more integrated and improve coverage, especially in rural areas.** Support for an enhanced rationale for social protection benefits should help to increase benefits for women, who are often overlooked due to their lower participation in the labour market. In addition, the CCP should intensify efforts to build a functional integrated system for monitoring and evaluating the social protection programme, with special provisions for the needs of children.

**4.3 Education - The CCP should increase support to the education system.** The joint office should assist in the implementation of new policies for preschool education, education for children with special needs and child protection, intensify efforts to help increase school enrolment in preschool and basic education, taking into account the need to keep boys in school, support capacity-building for teachers of basic education and foster access to new learning technologies.

**5 Environment - The CCP should mainstream national and municipal environmental goals across all portfolios/ outcomes, exploiting the comparative advantages of the three agencies.** In addition, it should align the environment portfolio with the blue economy targets outlined in PEDS and the NDC. This should be aligned with the new GEF-funded portfolio, through the inclusion of local government, civil society, communities and the private sector in biodiversity and natural resource management, to meet tangible conservation goals (effective protection) as well as social and economic goals (sustainable resource use).

**6 Inclusive growth - The CCP should increase support to foster economic transformation and sustainable and inclusive growth.** The joint office should progressively consolidate the current trend of bolstering its work and presence at the local level, as more experience is gained. The CCP should further invest in technical support for the production and use of data by sectoral ministries. It should follow-up on implementation of Local Development Plans, helping municipalities to identify alternative funding sources. The CCP should ensure clarity and buy-in

from different partners in terms of the division of responsibilities for institutions at national and local levels, and strengthen dialogue with CSOs.

- 7 Democratic governance - The CCP should continue to support democratic governance, the rule of law and human rights to increase the programme contribution and the sustainability of results.** The CCP should support the development of the human rights institutional framework to guarantee its independence according to the Paris Principles. Support should be given to the justice sector on the demand side through a preventive approach with increased communication campaigns and the reinforcement of mechanisms for communication between the justice system and the population (e.g. via the existing website and interactive system).
- 8 Foster work and long-term thinking beyond the Government, to engage communities, CSOs, the private sector and academic organizations, improve demand and capacity, and ensure active and meaningful participation and ownership by stakeholders.** The CCP should promote the development of community leaders and members of civil society as an element to provide sustainability to interventions. Develop a strong joint strategy to mobilize communities to increase their ability to demand services and entitlements that could lead to better implementation of the programmes. This was addressed through the design of the Local Development Plans to a certain extent, but more needs to be done to strengthen the capacity of CSOs and involvement of private actors to mobilize and contribute to the long-term development of the country. There is the right context to deepen the partnership with these organizations which are often very familiar with the local context, including youth benefited from other initiatives of the joint office. This intervention and engagement approach will help to address the root causes of inequalities to achieve gender transformative results.
- 9 In view of the country's middle-income status, with the support of the agencies' regional offices, the joint office should explore new resource mobilization opportunities, to diversify funding sources.** Explore new partnerships with donors and in the context of South-South cooperation, triangular partnerships and SIDS countries initiatives.
- 10 The joint office needs to strengthen the programmatic integration of key cross-cutting issues and development accelerators.** The joint office should strengthen its work on gender and make it more transformative through the design and implementation of new initiatives that integrate thematic and gender issues.

# Chapter 1. Background and introduction

This chapter presents the purpose, objectives and scope of the evaluation, as well as the methodology. It lays out the development context for Cabo Verde and introduces the Common Country Programme (CCP) 2018-2022.

## 1.1. Purpose, objectives and scope of the evaluation

This Joint Independent Common Country Programme Evaluation (IICCPE) was commissioned by the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP), the Evaluation Office of the United Nations Population Fund (UNFPA) and that of the United Nations Children's Fund (UNICEF). The purpose of the evaluation was twofold:

1. *To determine the extent to which the CCP has achieved its intended results in an efficient, well-coordinated, coherent and economical way, while maintaining relevance;*
2. *To learn whether the Joint Office Model has been an enabler to support the delivery of the CCPD with increased effectiveness and efficiency, as well as capacity to leverage resources.*

The ICCPE also assessed the degree to which the joint office was able to adapt and support the country's preparedness and response to the Coronavirus Disease 2019 (COVID-19) pandemic and recovery, while meeting new development challenges. Box 1 highlights the key questions for which the ICCPE sought to provide evidence.

The evaluation aimed to compile evidence of joint office contributions to development results through facilitating and leveraging national efforts. It outlines evidence-based recommendations to contribute to the growing body of knowledge for the subsequent CCPD and United Nations Sustainable Development Cooperation Framework (UNSDCF) planning cycle. It also serves an important accountability function, providing the joint office, the regional offices and headquarters of the three agencies, national stakeholders and partners with an impartial assessment of the results. As such, the intended uses of the ICCPE are to: (i) support the development of the next Cabo Verde CCPD starting in 2023; (ii) strengthen the accountability of the joint office to national stakeholders; and (iii) strengthen the accountability of the joint office to the Executive Boards of the three agencies.

The scope of the evaluation aligned with the 2018-22 CCPD, covering all joint office programmes, projects and interventions in the Republic of Cabo Verde between 2018 and 2021, with government, private sector and civil society counterparts. The ICCPE also explored the common responses of the three agencies to the COVID-19 pandemic in the country, to assess their

### Box 1: Key ICCPE questions

- Have CCP results been delivered/ are they/likely to be delivered as planned (quantitatively and qualitatively) and any explanatory factors?
- Did the CCP contribute to intended and planned national results, including SDG-focused results, in the context of UNSDCF outcome(s)?
- To what extent has the Joint Office Model achieved programmatic and operational coherence? How can support to government partners be improved?
- To what extent was the joint office able to adapt to the COVID-19 pandemic, respond to the needs of the emergency, and effectively adapt and implement the CCPD to minimize any decline in results?

contribution, how the pandemic affected planned programme implementation, and how it was managed through the joint office modality. In terms of geographical scope, the data collection process reached eight of the nine inhabited islands of Cabo Verde: Boavista, Brava, Fogo, Maio, Sal, Santiago, São Vicente and Santo Antão.

The ICCPE covered cross-cutting issues such as human rights, 'Leaving No One Behind' (LNOB), gender equality and women's empowerment (GEWE), disability, and cross-cutting functions such as coordination, coherence, monitoring and evaluation (M&E), innovation, resource mobilization and strategic partnerships.

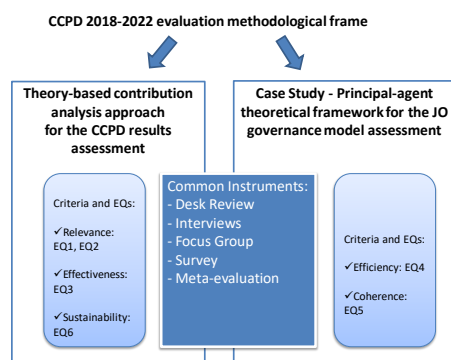
## 1.2. Evaluation methodology

The evaluation adhered to the evaluation guidelines of the three agencies, as well as norms and standards and additional guidance of the United Nations Evaluation Group (UNEG).<sup>3</sup> In line with the United Nations Gender Mainstreaming Strategy, the evaluation examined the level of gender mainstreaming across the CCP and operations. Annex 2 presents the evaluation matrix with the indicators, sources of information and methods for data collection.

The evaluation applied two approaches (see Figure 1): theory-based contribution analysis to assess the CCPD results; and a case study design<sup>4</sup> from a neo-institutionalism<sup>5</sup> and principal-agent theoretical framework<sup>6</sup> to assess the joint office governance modality (See technical note to the theoretical framework in the Annex 12). The ICCPE used a mixed-methods approach, with common instruments to collect data for the six evaluation questions.

To assess the CCPD results, a **theory-based contribution analysis** approach was used. Contribution analysis uses an explicit theory of change (ToC) for each CCPD outcome, testing the theory against logic and evidence to establish the CCPD contribution to expected results. The ToC for each programme outcome was reviewed to verify how relevant, effective and sustainable interventions in each framework have been.

Figure 1 Evaluation methodology



<sup>3</sup> UNEG (2020) Ethical Guidelines for Evaluation <http://www.unevaluation.org/document/detail/2866>; and UNEG (2011) Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance. <http://www.uneval.org/document/detail/980>.

<sup>4</sup> The case study is a research strategy in which one or several cases of the object of study are examined in a profound way and in their real environment.

<sup>5</sup> Neo-institutionalism is an approach to the study of institutions that focuses on the constraining and enabling effects of formal and informal rules on the behaviour of individuals and groups.

<sup>6</sup> The principal-agent theory applies to the relationship between each of the three agencies and the joint office. Considering the principal (three partner agencies) – agency (joint office) approach, the actual functioning of the joint office has been analysed to assess the level of some key components, mainly in the domain of legal basis, information asymmetries and accountability mechanisms.



To establish the ToC, interventions were organized by CCPD outcome (see Annex 7 for a methodological note on the ToC approach), and six steps were applied:

1. Understand and assess the impact pathway or the CCPD logic model for each outcome (analytical framework available in Annex 12). At this stage, in addition to understanding the logic model, the relevance analysis of the CCPD was carried out according to the evaluation questions (find evaluation matrix in Annex 2).
2. Apply the ToC *ex-post* assessment by outcome.<sup>7</sup> For this evaluation, a sub-ToC was developed for each outcome as a **nested ToC** or theory of reach, adding assumptions to the causal links in the logic model. For each key level of CCPD interventions, the evaluation team analysed causal links with the assumptions. In probabilistic terms, the team used the *fully-partially-none contributed* rubric to describe the level of adequacy of the intervention causal package, meaning that, in this case, the causal package most likely produced a contribution to the observed result.<sup>8</sup>
3. Gather evidence and assemble all readily-available material, leaving more exhaustive investigation until after interviews, focus group discussions (FGDs) and surveys were complete (please refer to the data collection description in this document).
4. Assess the contribution story by outcome, analysing the strength of the results chain and any weak links. A causal ToC diagram was developed per outcome to show impact pathways and causal link assumptions of the ToC.
5. Seek additional evidence. The evaluation team used triangulation techniques to assure technical quality.
6. Revise and strengthen the contribution story, before including it in this evaluation report.

To assess the joint office governance model, the evaluation team used the **case study design** from a neo-institutionalism and principal-agent theoretical framework. Box 2 presents the relevant evaluation questions to this area of investigation. Considering the principal (three partner agencies) – agency (joint office) approach, the actual functioning of the joint office was analysed to assess the level of key components, mainly in the domain of legal basis, information asymmetries and accountability mechanisms.

**Box 2: ICCPE questions on the joint office governance model**

- To what extent has the joint office coordination modality been cost-effective to UNDP, UNFPA and UNICEF? (Evaluation Question 4)
- To what extent does the joint office modality in the context of United Nations reform ensure the advancement of the mandates of the three agencies? (Evaluation Question 5).

The key hypothesis or assumption tested was that the joint office (agent) should ensure the advancement of the mandates of the three agencies (principals) in the context of United Nations reform, exploring the extent to which it: (i) was a cost-effective business model; (ii) effectively introduced a single set of programme and policy guidance; (iii) enhanced coherence in United

<sup>7</sup> ToCs are models of how change is expected to happen (*ex-ante* case) or how change has happened (*ex-post* case).

Nested ToCs offer a way to break down a messy ToC into something more understandable and practical.

<sup>8</sup> Adapted from Andrews, M. (2018) Public Policy Failure: "How Often?" and "What is Failure, Anyway?" A Study of World Bank Project Performance.

Fully contributed: Inputs mobilized, outputs and intermediate outcomes results achieved and some impacts achieved.

Partially contributed: Inputs mobilized, most outputs delivered and some intermediate outcomes achieved.

None contributed: limited input mobilization and outputs achievement and no change to outcome results.

Nations programming and operations; and (iv) decreased competition for funding among agencies and transaction costs.<sup>9</sup>

The same evaluation techniques used for the ToC were applied to the joint office case study, customized to include: (i) content analysis of documents of the joint office historical trends and path and minutes of meetings on the development of the joint office model, to assess aspects such as institutional isomorphism or path dependence; (ii) semi-structured interviews with key stakeholders in the joint office development process, at national and regional levels, and with international donors and non-governmental organizations (NGOs); (iii) FGDs with the joint office staff to outline the joint office timeline and discuss the main strengths and limitations, and individual and group interviews with regional staff of the agencies; and (iv) a survey to assess the level of joint office influence and determine the perceptions of national stakeholders involved in joint office activities (see Annex 9).

Gender was included as a cross-cutting theme which permeates the evaluation criteria. The Gender Results Effectiveness Scale was considered the main reference to assess gender-related results of the CCPD. In practical terms, a specific gender question was added to each evaluation criterion for analysis in combination with dimensions of human rights and disabilities. The questions looked to position outputs and outcomes on a scale of 1 to 5, from gender negative (1), through gender-blind, -targeted and -responsive, to gender transformative (5).

The evaluation relied on information collected from different sources and then triangulated, namely:

- A review of UNDP, UNFPA and UNICEF joint office strategic and programme documents, project documents and monitoring reports, evaluations, research papers and other available country-related publications. The main documents consulted by the evaluation team are listed in Annex 4.
- An analysis of the programme portfolio and the development of ToCs by programme area, to map the projects implemented against the goals set in the CCPD. A reconstruction of the ToC is available in Annex 7.
- Interviews and FGDs with a total of 81 stakeholders, including joint office and regional staff, government representatives, United Nations country team representatives, development partners, civil society organizations (CSOs), academia and beneficiaries. These were carried out virtually due to travel restrictions preventing field visits.
  - Interviews were used to collect data and assess stakeholder perceptions of the scope and effectiveness of programme interventions, determine factors affecting performance and identify the strengths and weaknesses of the joint office programme. A full list of interviewees is available in Annex 3.
  - Five FGDs were conducted: one with eleven joint office staff, one with five national stakeholders at local level, one with five CSO representatives and two with 13 (youth) beneficiaries. Table 1 shows the breakdown of interviewees and FGD participants.
- A survey was administered to national stakeholders according to a list provided by the joint office and agreed during the inception phase. At the end of the data collection phase, 66

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<sup>9</sup> UNDO Coordination Office (2016) Summary brief on the Cabo Verde joint office model.

stakeholders had received the survey and 16 responses had been received (a 24 percent response rate). Table 1 shows the number of respondents by organization and type of engagement.

**Table 1 Categories of stakeholders consulted**

Category of Stakeholder	Number	Data Collection Method
<b>National public institutions (national and local)</b>	28	Semi-structured interviews and FGD
<b>CSOs</b>	5	Semi-structured interviews and FGD
<b>Development partners/ donors</b>	3	FGD
<b>United Nations agencies/ United Nations regional offices</b>	16	Semi-structured interviews or FGD
<b>Joint programme officers</b>	16	Semi-structured interviews and FGD
<b>Youth</b>	13	FGD
<b>Total</b>	81	

The draft ICCPE report was quality-assured by the Evaluation Management Group, then submitted to the joint office and regional offices of the three agencies for identification of factual errors and comments, and finally shared with the Government and other national partners.

### 1.3. Evaluation limitations

This evaluation was conducted during the COVID-19 pandemic. This was mitigated by drawing on team members' previous experience in the country, expanding the respondent pool to include more United Nations agencies and NGOs, ensuring frequent interaction with the joint office and extending the document review. Special attention was given to triangulation and reaching new interviewees identified in the data collection process.

The evaluation team originally intended to conduct an online survey with partner training recipients but initial discussions revealed that this was unlikely to yield results due to survey fatigue among partners, and the fact that online surveys usually yield low response rates. As such, interviews and FGDs were used as a replacement data source.

Finally, joint office financial data is not directly accessible in the corporate systems of the partner agencies (UNDP, UNFPA and UNICEF) at regional and global/ headquarters levels. These difficulties, along with others, were identified and framed as possible risks, and mitigation measures were applied. Financial data used in the evaluation were provided directly by the joint office and triangulated with data provided by regional offices and the financial information systems of the three agencies.

#### 1.4. Country context

The Republic of Cabo Verde is a small island developing State (SIDS) with a population of 544,081, located 385 miles (620 km) off of the west coast of Africa. Cabo Verde is an archipelago of volcanic origin, made up of 10 islands, nine of which are inhabited, with a total land area of 4,033 km<sup>2</sup>, though Cabo Verde enjoy a vast Exclusive Economic Zone of 734,000 km<sup>2</sup>, 183 times its total land area.

##### **Economy and poverty**

Cabo Verde is a lower middle-income country with a stable democracy, though it faces structural economic challenges due to its location and topography. Its economy presents significant inequalities in access to employment and government services across the different islands and municipalities. Poverty affected 35.2 percent of the population in 2015, and extreme poverty 10.6 percent.<sup>10</sup>

Tourism is the main economic driver in Cabo Verde, contributing 26 percent to the gross domestic product (GDP) in 2019, and providing 40 percent of formal employment.<sup>11</sup> After a period of slow growth following the 2008 financial crisis, the economy showed robust growth after 2016. Economic growth drove a decreasing unemployment rate: from 15 percent of the labour force in 2016 to 12 percent in 2018 (male 13 percent, female 12 percent) and 11.2 percent in 2019. However, this rose again to 15 percent in 2020 in the aftermath of the COVID-19 crisis.

##### **Demography and employment**

The population of Cabo Verde is young, with a mean age of 29 years, and 45 percent of the total population under 25.<sup>12</sup> However, falling fertility and mortality rates are causing a demographic shift towards a lower age-dependency ratio, creating a window of opportunity in the next decades to increase government and household income through business development, formal employment and corresponding tax revenue.<sup>13</sup> Currently, the creation of formal employment is constrained by geographical differences in development, limitations in inter-island transportation, mismatches between job demand and education and training, and a poorly developed environment for promoting local entrepreneurship and business innovation.<sup>14</sup> Unemployment impacts youth the most, and while youth unemployment (15-24 age group) declined from 41 percent in 2016 to 32.5 percent in 2020, it is still much higher than the national average. In 2020, the overall unemployment rate was 14.5 percent, exposing a mismatch between the required job skills and education and training outcomes.<sup>15</sup>

##### **Education**

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<sup>10</sup> The latest figures of poverty headcount ratio at \$1.90 a day (2011 purchasing power parity) (percentage of population) are taken from INE (2015) National Household Expenditure Survey. Poverty headcount ranges from 7.4 percent in Boavista to 58.9 percent in Santa Cruz (Santiago).

<sup>11</sup> World Bank data from 2019. According to INE, in 2018 informal jobs made up 52 percent of total employment.

<sup>12</sup> INE data from 2021.

<sup>13</sup> Age dependency ratio is the ratio of people younger than 15 or older than 64 to the working age population. Data from the Government of Cabo Verde (2016) and World Bank (2019).

<sup>14</sup> United Nations Cabo Verde UNDAF 2018-22.

<sup>15</sup> Data from Government of Cabo Verde INE.

Literacy and school enrolment continue to progress in Cabo Verde, but there are persistent asymmetries in access to education between rural and urban communities. In rural areas, 12.1 percent of people have never attended school, much higher than the 5.5 percent in urban settings.<sup>16</sup> In 2018, 21 percent of the country's primary schools did not have access to electricity and only 42 percent had computer equipment.<sup>17</sup> The gender gap in education is complex, with more boys benefitting from primary education, but, according to the 2021 Voluntary National Review, girls have an advantage in secondary and higher learning and women benefit more from professional training and professional internships.<sup>18</sup>

### **Governance**

Cabo Verde is a unitary country with a single-tier local government structure (consisting of municipalities). The responsibilities of municipalities include municipal planning, waste management and sanitation, housing, culture and sports. The establishment of a mitigated parliamentary constitutional system in 1991 created the foundations for the rule of law and enabled structural reforms, smooth political transition and the implementation of a market economy and decentralization. National and municipal governments (executive and legislative) are elected by through direct universal suffrage. The current government is supported by a strong parliamentary majority obtained in the 2016 and 2021 elections. However, limitations persist in the engagement of citizens, particularly women and young people. In the 2016 and 2021 parliamentary elections, abstention reached 63.8 percent and 58 percent of the electoral roll respectively, with women representing most abstentions. However, women's representation in parliament is rising, from 24 percent of seats in 2016 to 39 percent in 2021.<sup>19</sup>

### **Gender equality and women's rights**

Despite positive trends in terms of decreasing violence and improved access to justice, issues remain regarding protection and access to justice for vulnerable individuals, especially women, youth and children. In 2020, Cabo Verde ranked 72 out of 149 countries in the Global Gender Gap Index, up from 89 in 2018. Gender relations in Cabo Verde are more equal in urban settings, where women have more access to jobs and government services, have more of a voice on their needs and better positioning in society. However, rural women engaging in agriculture confront discrimination in access to critical resources, including drinking water, and are often exposed to and victims of gender-based violence (GBV). These circumstances do not seem to be prevalent in fishing communities, however, where women commonly lead the commercial aspects of artisanal fisheries.<sup>20</sup> Considering the imbalances in gender relations in the agricultural context, the United Nations Food and Agriculture Organization (FAO), not a joint office agency, has assumed leadership of the United Nations Development Assistance Framework (UNDAF) gender task force.

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<sup>16</sup> Data from INE, 2018

<sup>17</sup> Although many schools still have a precarious infrastructure, these figures were worse in 2016: 26.6 percent of schools had no electricity and, in 2017, 40.8 percent of schools had computer equipment.

<sup>18</sup> In 2017/2018, girls had a schooling rate of 61.2 percent for secondary education, while boys had a schooling rate of 45.9 percent for this level of education. The overall rate for tertiary education is 7.7 percent for males and 11.3 percent for females (Data from INE, 2018).

<sup>19</sup> Data from Inter-Parliamentary Union (2021).

<sup>20</sup> Data from UNDAF 2018-22, African Development Bank and Government of Cabo Verde.

## Health and nutrition

Cabo Verde has made substantial improvements in maternal and infant mortality and nutrition since its graduation from Least-Developed Country category in 2008, even though some degree of malnutrition persists in poverty pockets.<sup>21</sup> However, imbalances exist in access to health services across the 22 municipalities. The disease burden has shifted from communicable to non-communicable diseases (cardiovascular diseases, cancers, chronic respiratory diseases, diabetes), linked to rising wealth, sedentary lifestyles and bad nutritional habits, accounting for 69 percent of total mortality.<sup>22</sup> Investment in family planning has improved reproductive health, yet youth pregnancy remains high.<sup>23</sup> Despite the reduction of chronic and acute malnutrition values, some degree of malnutrition persists, linked to poverty.<sup>24</sup> The country is vulnerable to the spread of vector-borne diseases, raising concerns as climate change-driven temperature increases may expand the range of vectors such as *Aedes sp.* and *Anopheles sp.*<sup>25</sup>

## COVID-19 impact

Cabo Verde has been severely affected by the ongoing COVID-19 pandemic, across the health, social and economic sectors. By December 2021, Cabo Verde had reported 38,619 COVID-19 cases and 352 deaths (64 per 100,000 people).<sup>26</sup> 69.6 percent of the population was fully vaccinated against COVID-19 by December 2021.<sup>27</sup>

Due to the impact of COVID-19, real GDP fell by 15 percent in 2020, driven by drops in revenue from tourism, fisheries, manufacturing and logistics.<sup>28</sup> However, remittances grew by 3 percent, from 12 to 14 percent of Gross National Income in 2020.

## Climate and the environment

The Cabo Verde climate is semi-arid with recurrent drought episodes affecting agricultural production and water supply. Despite its declining contribution to the national income, and limited capacity for expansion (only 10 percent of the land area is arable land), agricultural transformation figures prominently in the Government's vision document (Ambition 2030), as it has been critical for rural poverty reduction.<sup>29</sup> Climate change threatens advances in poverty reduction by exacerbating the incidence of drought, extreme rainfall events and affecting the country's marine and coastal assets through sea-level rise, ocean warming and acidification. Thus,

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<sup>21</sup> The infant mortality rate fell by 51 percent between 2008 and 2017, from 24.9 in 2008 (INE 2012 data), to 15.8 in 2017 (UNICEF Cabo Verde data, 2020), and was estimated to be as low as 12.21 in 2020 (United Nations Inter-agency Group for Child Mortality Estimation data, 2021), 76 percent less than the mean for Sub-Saharan Africa, but double the average for OECD countries. Maternal mortality decreased from 75 per 100,000 live births in 2008 to 58 in 2017 (<https://data.worldbank.org/indicator/SH.STA.MMRT?locations=CV>), partly related to free access to prenatal and vaccination services (UNICEF Cabo Verde, 2020). Acute malnutrition dropped from 5.2 percent in 2009 to 4.4 percent in 2018, and chronic malnutrition from 13.3 percent in 2009 to 11 percent in 2018, according to UNICEF 2020 data.

<sup>22</sup> World Bank data: <https://ourworldindata.org/country/cape-verde>.

<sup>23</sup> 18.3 percent of pregnant women in Cabo Verde are between 10 and 19 years of age, and 4.4 percent of all pregnant women are under 17. Data from Government of Cabo Verde, World Bank and UNICEF.

<sup>24</sup> Chronic malnutrition affects 12 percent of children under five (INE, 2018 data).

<sup>25</sup> Cabo Verde has suffered outbreaks of dengue (2009-2010) and Zika (2015-2017).

<sup>26</sup> Johns Hopkins University data, 2021.

<sup>27</sup> National Health Institute vaccination data.

<sup>28</sup> Own calculation with 2021 World Bank data.

<sup>29</sup> Agricultural production currently contributes around 5 percent of national income, according to World Bank data.

the ambitious national climate change strategy described in the Cabo Verde Nationally Determined Contribution (NDC) proposes a 20 percent reduction in greenhouse gas emissions through renewable energy and sustainable ecosystem management.

Groundwater is the main source of water for human consumption and agricultural use in Cabo Verde. The proportion of the population with access to improved water sources and safely managed sanitation has not significantly improved since 2014, and the differences between rural (73 percent access to improved water sources, 71 percent safely-managed sanitation) and urban (92 percent improved water source, 89 percent safely-managed sanitation) populations remain.<sup>30</sup>

The growing urban (coastal) population, and the agriculture and tourism industries, are increasingly putting pressure on the island's groundwater resources, leading to the salinization of aquifers and, consequently, the country's critical goal of increasing water supply through renewable-powered desalination plants. The share of renewables in the country's energy mix reached 17 percent in 2017, and is expected to reach 54 percent by 2030.<sup>31</sup>

Terrestrial protected areas covered 16 percent of the country's land area in 2020, mostly forest land. While this means that Cabo Verde has nearly achieved its goal of at least 20 percent of terrestrial protected areas, enforcement levels are very low and management effectiveness needs strengthening in all protected areas. The enforcement of marine protected area and fisheries regulations is also very low, negatively impacting artisanal fisheries, which play a crucial role in poverty reduction and nutrition.<sup>32</sup>

### 1.5. The Common Country Programme Document

The current Cabo Verde CCPD covers the period 2018 to 2022, and was developed in collaboration with development partners in support of the Sustainable Development Goals (SDGs) and aligned with UNDAF 2018-2022, national priorities and the global strategies of the three agencies. It was approved during the first regular session of the UNDP and UNFPA Boards in January 2018, and of the UNICEF Board in February 2018.

The CCPD components respond directly to the strategic priorities highlighted in the social, economic and sovereignty pillars of the 2017-2021 *Plano Estratégico de Desenvolvimento Sustentável* (Strategic Sustainable Development Plan) (PEDS) and to the UNDAF outcomes. The CCPD 2018-2022 pursues four priorities to support government partners in achieving the SDGs: 1) the sustainable development of human capital; 2) the sustainable management of natural resources; 3) economic transformation and sustainable and inclusive growth; and 4) governance, public policies, partnerships and justice.

The CCPD priorities spring from the Government's vision for accelerating inclusive economic growth, social development and sovereignty by harnessing the demographic dividend. Converting the demographic transition into sustainable and inclusive economic growth requires efforts to realize children's rights, empower women and youth to participate more successfully in the labour

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<sup>30</sup> WHO and UNICEF data 2021.

<sup>31</sup> Government of Cabo Verde, Ministério da Agricultura e Ambiente (2021).

<sup>32</sup> UNDP Cabo Verde (2015), Government of Cabo Verde (2016).

market, and implement climate-smart, risk-informed strategies that improve management of the environment, natural resources and risk.

The programme defined in the 2018-2022 CCPD addresses five outcomes, structured around the following thematic areas:

- **Sustainable development of human capital (SDGs 1, 3, 4, 5, 8 and 10):** addressing multidimensional poverty and inequality following the LNOB principle, promoting the use of and access to high-quality, gender-sensitive, integrated and complementary education, health, and social and child protection services. The programme also focuses on enhancing national and local capacity to provide access to, and promote effective use of, integrated and high-quality, gender-responsive sexual and reproductive health (SRH) services, including comprehensive sexuality education for adolescents and youth. Further, the programme aims to strengthen the national health information system for maternal, child and adolescent health, including SRH.
- **Sustainable natural resource management (SDGs 1, 2, 3, 6, 7, 9, 11, 12, 13, 14 and 15):** focusing on implementing the national disaster risk reduction strategy, enhancing institutional mechanisms and community capacity to implement best practices in climate change adaptation and mitigation, enforcing the integration of biodiversity conservation and supporting green and blue economic growth.
- **Economic transformation and sustainable and inclusive growth (SDGs 1, 2, 5, 8, 9 and 10):** supporting the development and implementation of gender-sensitive and child-centred policies and programmes that promote inclusiveness, economic growth and the creation of decent jobs. The programme aims to generate disaggregated evidence through the in-depth analysis of population dynamics to inform public policymaking, including the implications of harnessing the potential of its youthful population in driving the country's development efforts.
- **Governance, public policies, partnerships and justice (SDGs 1, 5, 10, 16 and 17):** focusing on enhancing the capacity of civil society and public administrations to use resources, promote citizen participation in governance processes, including young people and adolescents, combat gender inequalities and GBV, and improve the response of the justice system. Further, the programme supports the integration of population dynamics and strategies to harness the demographic dividend in national and selected sectoral development.

The Government of Cabo Verde declared a State of Emergency on March 28 2020 to combat the spread of the COVID-19 pandemic, and appealed to the international community to mobilize the estimated \$150 million needed to overcome the impacts of the pandemic. In response, the United Nations, led by UNDP, the World Bank, the African Development Bank and the European Union, conducted a joint post-crisis needs assessment (PCNA+) that structured the response along four pillars: economic, social, environmental and governance. The CCPD had to adapt to the COVID-19 context to support the Government to implement relevant initiatives for fighting the COVID-19 pandemic.

Programme components respond directly to the strategic priorities highlighted in the social, economic and sovereignty pillars of PEDS, and to the UNDAF outcomes. The main national strategic planning instrument in Cabo Verde, PEDS 2017-2021, is aligned with the SDGs, the Samoa



Pathway for the development of SIDS, and the African Union Agenda 2063 'The Africa We Want'. The Cabo Verde UNDAF, developed by the United Nations country team in 2018, is based on PEDS, but also inspired by the integrated vision of Agenda 2030 and its key premise of "leaving no one behind". It is articulated around five outcomes linked to the four PEDS pillars, which address issues of: improved access to government services (health, education), especially for vulnerable groups; sustainable and participatory natural resource management; inclusive growth and employment; human security; improved social cohesion and responsive and inclusive justice; and financing for development, contributing to the achievement of the SDGs. The UNDAF budget requirement was \$96 million (2.7 percent of the required PEDS funding), of which \$36 million (38 percent) was secured in 2018, and an additional \$60 million still needs to be mobilized.

A significant part of UNDAF is implemented through the UNDP-UNICEF-UNPFA joint office. The joint office planning is based on a Common Country Analysis (CCA) and expressed in the CCPD 2018-2022. The CCPD budget amounted to \$35.8 million as of November 2021 (see Table 2).

**Table 2 CCPD outcomes and UNDAF budget needs (US\$)**

CCPD outcome	Summary	CCPD budget (actual) <sup>33</sup>	UNDAF budget (projected)
<b>1 Sustainable development of human capital</b>	Addresses multidimensional poverty and inequality by improving access to high-quality, gender-sensitive, integrated education, health, social and child protection services.	5,152,814	5,802,000
<b>2 Sustainable natural resource management</b>	Green and blue economic growth. Support for the national disaster risk reduction strategy and the mitigation and adaptation objectives contained in the NDC.	6,902,718.20	15,554,114
<b>3 Economic transformation and sustainable and inclusive growth</b>	Education and vocational training programmes strengthening the skills of women and young people to improve employability and entrepreneurship. Multi-stakeholder dialogue mechanisms and identifying and promoting local value chains, especially for women and youth.	16,152,533.86	8,235,345
<b>4.1 Democratic Governance and partnerships</b>	Capacity of civil society and the public administration to enhance public participation in governance and combat gender inequalities. Mobilization of partnerships and funding for development, contributing to the SDGs.	7,198,740	3,839,000
<b>4.2 Public policies, partnerships and justice</b>	Response of the justice system to human rights and GBV. Improved strategic planning, results-based management, statistical systems, monitoring and evaluation and coordination mechanisms.	396,688	2,042,000
<b>Total</b>		35,803,494	36,312,459

Source: Joint office and UNDAF document

### 1.6. The UNDP, UNFPA and UNICEF joint office

On 1st January 2006, Cabo Verde became the first pilot joint office of agencies of the Executive Committee of the United Nations Funds and Programmes (Ex-Com), incorporating UNDP, UNICEF, UNFPA and WFP. In 2010, WFP ended its operations in Cabo Verde, and the joint office now

<sup>33</sup> Data provided by the Cabo Verde joint office as of 15 November 2021

comprises three agencies – UNDP, UNICEF and UNFPA – who jointly implement the 2018-2022 CCPD.

The joint office concept was established by Ex-Com in February 2004 in response to the Triennial Comprehensive Policy Review and a resolution of the Economic and Social Council of the United Nations (ECOSOC) which called upon the funds, programmes and specialized agencies of the United Nations to further simplify their rules and procedures through the implementation of a joint office model.<sup>34</sup> This was a step in the United Nations reform process towards the harmonization and simplification of United Nations activities in small countries. A common premise for the United Nations had existed since the early 1990s, but a call for further cost-effective and cohesive United Nations country programmes led to the initiative to operate under one common platform.

In November 2006, the Government volunteered to be part of the United Nations ‘Delivering as One’ pilot exercise, as recommended by the High-Level Panel on United Nations System-Wide Coherence. The ‘One UN’ programme was launched in 2008. According to the 2016 Summary Brief on the Cabo Verde Joint Office Model, the joint office consists of a single United Nations office, with one organizational structure and a single programme (CCPD) encompassing the activities and mandates of all participating agencies, and is meant to use one set of business processes, rules and regulations under a “support agency” arrangement. The Cabo Verde joint office applies UNDP processes, systems and contracting arrangements, as UNDP was the administrative support agency of the office before the process of delinking the Resident Coordinator.

The joint office has operated without a signed memorandum of understanding (MoU) to provide participating agencies with a common operating platform. In May 2018, the United Nations General Assembly approved a set of changes for “repositioning” the United Nations Development System, including reforms to the Resident Coordinator system. The changes, and an accompanying new funding scheme, aim to ensure that the Resident Coordinator system is independent from any agency, more transparent and accountable to Member States and fully dedicated to Agenda 2030. This meant a change in the joint office governance structure since, up to the delinking, the UNDP Resident Representative and Resident Coordinator also served as head of the joint office.

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<sup>34</sup> United Nations General Assembly resolution 59/250 of 17 December 2004.

## Chapter 2. Findings

This chapter presents the results of the outcome analysis and joint office governance review, and an assessment of cross-cutting issues as per the assumptions and indicators listed in the evaluation matrix (see annex 2). The assessment was based on an analysis of the correlation between project results, their contribution to the expected outputs under each outcome, and consequently to the overall outcome objectives. Findings are organized by outcome and crosscutting area. Annex 8 provides a detailed effectiveness analysis per CCPD outcome and output levels.

### 2.1. Outcome 1 - Sustainable development of human capital

Outcome 1: By 2022, Cabo Verdeans, particularly the most vulnerable, have improved access to and use more quality health and education services and benefit more from social and child protection and social inclusion which are gender-sensitive, throughout their life cycle.

OUTPUT 1.1: National and local capacity enhanced to provide access and promote effective use of integrated and high-quality, gender-responsive health services, including SRH, especially for adolescents and youth

OUTPUT 1.2: National and local capacity for maternal, perinatal and child-health services strengthened

OUTPUT 1.3: Educational learning outcomes for girls and boys enhanced and relevant to the country's development potential

OUTPUT 1.4: Access to inclusive and equitable child protection services enhanced

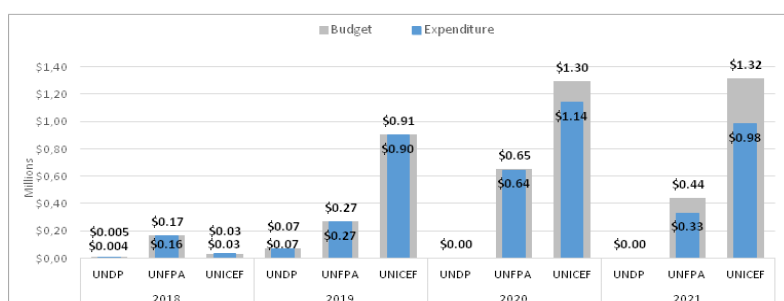
Outcome 1 groups all outputs related to health, education and social inclusion. Although, outputs 1.1 and 1.2 are closely interrelated, and outputs 1.3 and 1.4 are broadly related to the others, no clear strategic linkages or coherence were found among them from the point of view of policy rationale or operational delivery. Rather, outputs were found to be implemented as separate deliverables.

The joint office facilitated relevant contributions in the areas of health, education and child protection, although not necessarily linked to the initial planned outputs. In many cases (e.g. child protection), the joint office went beyond what was planned. In others, it had to reprogramme activities due to the pandemic (health and education), requests from the Government, or a lack of overall programmatic management from the joint office, given frequent changes in leadership and the lack of a deputy in charge of programme coherence.

Over the period 2018-2022, CCPD Outcome 1 had a total budget of \$5.15 million and expenditure of \$4.53 million, giving an execution rate of 88 percent. Excluding 2020 data, the execution rate was 95 percent. The 'Strengthening the Health Sector' and 'Strengthening Educational Quality'

projects, both supported by all three agencies, accounted for 45 percent and 38 percent of outcome expenditure respectively as of 15 November 2021.

**Figure 2 Evolution of Outcome 1 budget and expenditure by agency (2018-2022)**



Data Source: Data from the Cabo Verde joint office as of 15 November 2021

### Outcome 1 joint office contribution analysis

This component of the CCP aimed to improve access to universal social services such as health and education, along with targeted interventions for the most vulnerable children in need of protection. It evolved three main axes of intervention: (i) enhancing national and local capacity to deliver health services with a focus on maternal, perinatal and child health, extending to adolescents and youth, including SRH; (ii) strengthening national capacity to deliver quality basic education; and (iii) increasing access to child protection services.

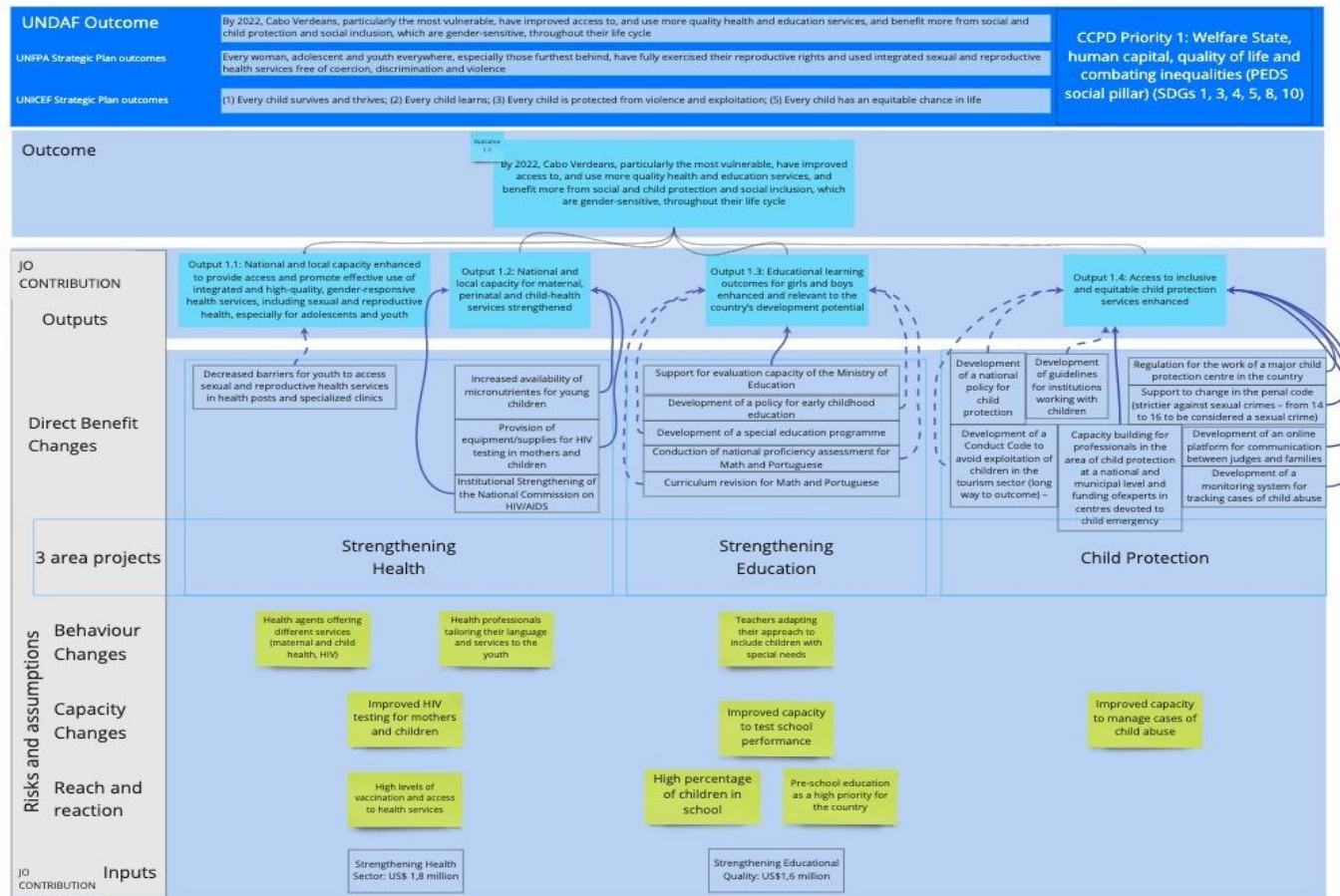
At the outcome level, three of the six targets were not met, and there is no data available for the others. Results were stronger at output level, where seven of the 11 targets were met, though there is no data available for one output (see Annex 6 for further details).<sup>35</sup>

Figure 3 presents the reconstructed ToC for Outcome 1, reflecting the rationale of the contribution analysis. At the bottom are the identified barriers to the achievement of outputs, the critical enablers and the linkages found in the chain of outputs, products and outcomes. The continuous blue line shows where the original causal chain proved true, and dotted lines show where a clear path was not identified between outputs and outcomes (find the full ToC in Annex 7).

<sup>35</sup> The outputs where targets were met are:

- Number of district health delegations that have integrated adolescent health interventions within local health plans;
- Number of district health delegations providing care for children with multiple micronutrient powder;
- Existence of a functional national health information system for maternal, child and adolescent health, including reproductive health;
- Existence of a functional integrated early childhood education programme;
- Existence of a comprehensive special education programme;
- Existence of a national policy for child protection aligned with the child rights convention;
- A national multi-stakeholder communication for development strategy to prevent and fight child sexual abuse and exploitation is designed and implemented.

Figure 3 Summary of reconstructed ToC for Outcome 1



Source: Own elaboration (full diagram in Annex 7)

## Health

***Finding 1:** Important contributions were made to nutrition, with the provision of micronutrients for children, and training for health agents. Youth-friendly services were successfully fostered in health centres through policy support and pilot experiences. The technical and financial support of the joint office to the review of the national HIV strategy was also highly relevant. Challenges remain in integrating health data across municipalities, mainstreaming the provision of youth-friendly services across the country, helping the country adapt to its new epidemiological profile and further addressing HIV infection among girls. The Government acknowledges the joint office as a key partner in health.*

In the area of health, Cabo Verde is facing an epidemiological transition from communicable to non-communicable diseases. It faces challenges in the availability of specialized health professionals and a limited offer for tertiary health care, and part of the national health budget is used to transport patients overseas to receive appropriate support. Basic health care is available, noted by the high vaccination coverage and the high rates of assisted birth deliveries (97 percent in 2018 according to the Ministry of Health [MoH]), despite the inequalities of this archipelago State with hard-to-reach areas. The COVID-19 pandemic affected the capacity of the joint office to deliver planned health outputs, and the health programme had to redirect its efforts towards vaccination and the maintenance of basic health supplies.

In the area of SRH, under the guidance of the national 'Adolescent and Youth Health' programme (2018-2020) and with the aim to improve access to SRH services for adolescents and youth, the joint office provided funding to MoH and the CSO *Verdefam*. In a 2018 pilot project, Verdefam supported the creation and provision of health services and spaces dedicated to adolescents. However, with the reprogramming of funds to the COVID-19 pandemic in 2020, the target number of health facilities providing integrated adolescent-friendly health services was not achieved. On the other hand, nine out of 11 district health delegations were reported to have integrated adolescent health interventions within their local health plans. The national Government acknowledged that this joint office support to promote youth-friendly health services was relevant and effective.

Joint office technical and financial support to MoH has been much broader than described in the CCPD. For example, the joint office assisted the Government with health communication for national vaccination campaigns and supported institutional strengthening (trainings and consultancies). In addition, the joint office supported the review of the National HIV Policy, and the country aims to eliminate the vertical transmission of HIV with joint office support. In this context, the joint office provided viral load and CD4 tests, as well as the equipment for early diagnosis in children, and HIV testing has been integrated into reproductive health services to prevent vertical transmission, a major achievement for Cabo Verde. Although this support has been important, the CCA notes an upcoming challenge of increasing HIV infections among girls.

In relation to early child development (Output 1.2), child malnutrition is still a health problem in the country, and significant progress was identified in relation to anaemia in children aged 0-5 years. The joint office provided *Vitaferro*, (powdered micronutrients, including iron) to children aged 6-59 months, iron to children aged 6 to 12 years, and iron, vitamin A and folate to pregnant and postpartum women. According to an evaluation commissioned by UNICEF in 2019, this project managed to reach over 20,000 pregnant and postpartum women (above the target of 11,000), 72,722 primary school children and 16,979 preschool children through access to services and communication campaigns, with an important communication component and impact. This support is also well acknowledged by the Government.

Another contribution in this area was the integration of maternal and neonatal health and nutrition into the annual plans of municipalities. The Government reported that health and education were being integrated into the area of early childhood development through community health agents (e.g. during the promotion of breastfeeding), showing that the guidelines are being translated into practice. The joint office promoted training for health agents on this and other, cross-sectoral issues. However, the information system on nutrition, children and youth faces a significant challenge, as data are not integrated across municipalities, which makes them imprecise given that families move across the islands. This was identified as a key challenge in the country at the review of the National Health Plan (2017-2021).

The evaluation identified that vaccination campaigns, supplementary nutrition, and protocols for avoiding mother-to-child transmission of HIV have already been incorporated into health centres across the country, as noted in the high performance of the country in vaccination and mother-to-child transmission. In addition, Cabo Verde has incorporated the acquisition of health supplies (contraceptives and micronutrients) into the national budget, and these were purchased with the administrative, rather than financial, support of the joint office.

On the other hand, although partnerships with civil society have been useful to pilot SRH youth spaces, this has not yet been fully rolled-out as a practice in the country, in a context where youth pregnancy remains high. However, the joint office has ongoing actions with MoH to help move this agenda forward.

## Education

***Finding 2: The CCP significantly contributed to the development of a policy for early childhood education and the framework for a special education programme, in addition to providing technical assistance to assess the performance of schoolchildren in maths and Portuguese. Less progress was made in the area of SRH education, which has been incorporated into the life skills curriculum but is yet to be fully implemented, given the context of COVID-19 and the sensitivity of the subject.***

Access to preschool education is a high priority for Cabo Verde, and the CCP strongly supported the Government in this direction. Structural policy assistance was given to help develop a policy

for early childhood education and a special education programme, which had been absent in the country. The joint office also supported the training of teachers in preschool and special education, and the acquisition of teaching materials. However, there is a long way to go between the development of a policy and programme and its implementation, and while successful in the first phase, the full delivery and success of the CCP effort will only be measured as it is implemented over the next few years. The Government and other partners in the country especially recognised the value of UNICEF partnership in the area of education, especially inclusive education.

Improving the quality of education is also a high priority for Cabo Verde. The joint office provided technical support to strengthen teacher skills for the revised curriculum in mathematics and Portuguese, and implement educational assessments in the country. At outcome level, this target was considered 'in progress'. The CCPD states that the baseline performance of children was 34.8 percent for maths and 30.2 percent for Portuguese. A 2019 Ministry of Education report shows a performance rate for Year 6 students of 70.8 percent for reading, 34.3 percent for grammar, and 80.5 percent for writing (average of 61.6 percent). In the case of maths, children performed very poorly: 1.4 percent of children demonstrated the ability to deal with arithmetic, 5.6 percent with direct proportionality, 2 percent with statistics and 2.4 percent with geometry (average of 2.85 percent). These figures show the urgency and relevance of efforts to improve education in the country.

Less progress was made on comprehensive sexuality education, with limited achievements on the related indicator: number of adolescents reached (see further information in Annex 6). An initial Sexual Guidance in Schools guide was prepared with the assistance of UNFPA and incorporated as part of the curriculum on special abilities. Even though the topic is recognized as important by the Government, a limited number of young people benefited due to changes in government priorities, limited political will, and the pandemic context. However, this agenda has been taken up by CSOs partnering with the joint office and MoH, such as *Verdefam* which works with the joint office to provide SRH services.

Regarding sustainability, support to develop the capacity for, and implement, the educational assessment was significant, but progress is in danger of being reversed by the COVID-19 pandemic. This would be detrimental for the country, considering the very low performance of students in Portuguese and maths. In terms of the policies for early childhood education and special education are a priority for the country, considering their priority it is very likely that the Government will invest in their promotion. On the other hand, the SRH guidelines which were designed have not been fully implemented and are still to be fully taken up by the Government.

## **Child Protection**



***Finding 3: The CCP contributed to policy design, capacity-building, communication campaigns to prevent child abuse, and the establishment of case management systems, which is beyond the initial scope. Key enablers of these results have been the close partnership with the Institute for the Protection of Children and Adolescents (IPCA) and other partners, and effective capacity-building initiatives at national and local levels. With renewed policies and guidance in place, the challenge now is to ensure and follow-up on implementation.***

The problem of sexual abuse and exploitation affects children and adolescents in Cabo Verde, and has been recognised as a serious problem in the country by the Cabo Verdean authorities. Between 2019 and 2020, the relevant ministry registered 587 sexual crimes, of which 32 percent involved children and a further 16 percent adolescents, resulting in 48 percent of cases involving minors, which is high. In this area, the CCPD set out crucial support for policy design and a review of the legal framework through technical assistance, programme implementation, the reinforcement of technical and instructional capacity of IPCA and other stakeholders, and communication with technical partners. The Government considers the joint office to be its main partner in the field of child protection.

Upstream policy contributions made were in terms of: a) the design of the Child Protection Policy and Action Plan (2021-2023); b) the design of the II National Action Plan to Fight Sexual Violence Against Children 2022-2024; c) the design of a national multi-stakeholder communication for development strategy to prevent and fight child sexual exploitation and abuse (resolution 101/2021); d) a communication plan *Cabo Verde pela Infância e Adolescência* (resolution 100/2021); e) the design of guidelines to control, supervise and monitor the actions of public and private institutions that develop activities for children and adolescents; and f) support for the fourth review of the Penal Code (law n.º 117/IV/2021) and third review of the Penal Procedure Code (122/IX/2021).

One of the greatest gains has been the extension of criminalization of sexual abuse cases to include children between the ages of 16 and 18, meaning that a larger number of perpetrators can be investigated. Other notable legal gains are the criminalization of the sexual exploitation of children between the ages of 10 and 18 years, the introduction of the crime of 'sexting', and new legislation on pornography, paedophilia, sexual harassment and the solicitation of children for sexual exploitation abroad. The CCPD also supported the Journalists' Association to strengthen the technical capacity of media professionals and design a guide for journalism coverage.

Another contribution has been the approval of the Orlando Pantera Centre by organic decree, approved by the Government. The Centre is meant for children (12-15) who are in contact with the justice system, and to reinforce the digital birth registration system. These policy and legal framework changes are part of a long process of evolving legislation around child protection in Cabo Verde, and show the strategic positioning of the joint office to provide inputs to high-level policy in this area. The most remarkable contribution over the period was to changes to the Penal Code and Code of Penal Procedure, which all interviewees regarded as critical, but which will take time to be implemented.

Beyond policy support, the joint office also made a significant contribution to institutional strengthening and programme implementation, including: a) strengthening the 22 municipal councils to work on the rights of children by training members of Municipal Committees on the defence of the rights of children and adolescents; b) providing technical assistance to psychologists on the tourist islands of Maio, Boa Vista, Sal and Santiago for the prevention and fight against violence against children, and providing four child rights monitors for Emergency Centres in Praia and Sao Vicente; c) reinforcing the online management system to help follow up cases of child abuse; d) building the capacity of professionals (justice, health, education, police, NGOs) in the area of child protection; and e) developing an online platform for communication between judges and families<sup>36</sup> (see output 4.1).

The CCP supported Cabo Verde to strengthen work with the private sector on the tourist islands through the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism. The CCP also supported the Ministry of Justice and Labour and the Judiciary Police to create the conditions for DNA test analysis, taking into account the high number of pending paternity investigation cases. However, this must be closely followed up, and a more specific evaluation may be needed to investigate the implementation and impact of these measures.

The joint office worked closely with the Government to strengthen the IPCA, the major public body in the country working for the promotion of child and adolescent rights. This support included a review of career pathways, the provision of expertise, and various training activities. Currently, the joint office and IPCA are working together to design specific guidelines and monitor students to verify whether the rights of children are being respected.

Another relevant result identified under Outcome 1, though not directly under the planned framework, was the support for the review of the Policy for the Promotion of Gender Equality 2019-2023, which included provisions around the fight against GBV. Technical support was given to the review of this legislation, which is a landmark guidance document in the area of GEWE.

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<sup>36</sup> <http://menores.ministeriopublico.cv/>

## 2.2. Outcome 2 - Sustainable natural resource management

**CPD Outcome 2:** By 2022 all people, particularly the most vulnerable, benefit from enhanced national and local capacity to apply integrated and innovative approaches to the sustainable and participative natural resource management and biodiversity, climate change adaptation and mitigation and disaster risk reduction

### Related outputs

OUTPUT 2.1: Selected institutions have strengthened technical and operational capacities to mainstream child and gender-sensitive disaster-risk reduction into national and local development policies

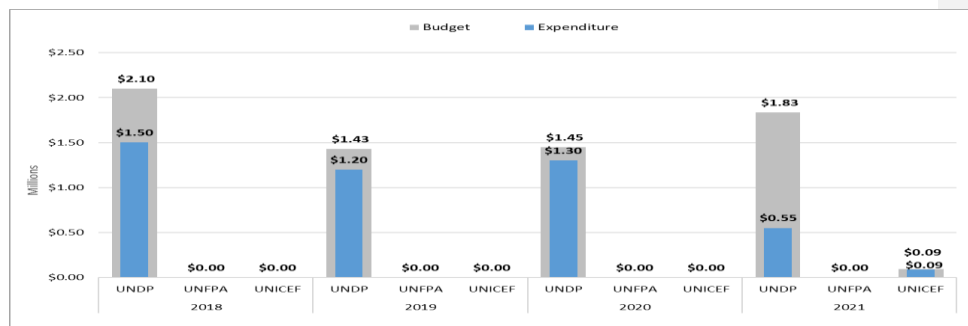
OUTPUT 2.2: Selected government institutions and local communities have enhanced technical capacity to implement climate change adaptation and mitigation measures

OUTPUT 2.3: Enhanced legal, policy and institutional frameworks are in place for conservation, sustainable use and access and benefit-sharing of natural resources, biodiversity and ecosystems

Between 2018 and 2021, **Outcome 2** had a total budget of \$4.64 million and total expenditure of \$6.9 million, giving an average delivery rate of 67 percent by November 15, 2021. Excluding data from 2020, when COVID-19 severely impacted delivery, the execution rate was 80 percent.

Annual expenditure for Outcome 2 was around \$1.35 million from 2018 to 2020, with a decline to \$550,000 in 2021 (see Figure 4) due to the closure of the 'Cabo Verde Appliances and Building Energy Efficiency' project (CABEEP) in 2020, and the low rate of activities in the 'Mainstreaming Biodiversity Conservation into Tourism' project (BioTUR) due to the COVID-19 lockdown. Over the period 2018-2022, the CABEEP project accounted for 35 percent and BioTUR 49 percent of Outcome 2 expenditure (\$6.90 million).

Figure 4 Evolution of Outcome 2 budget and expenditure by agency (2018-2022)

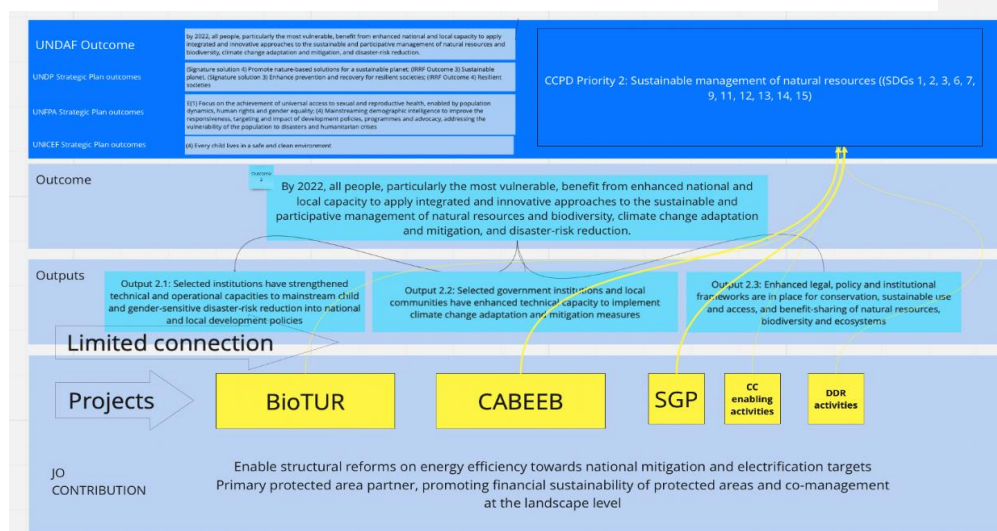


Data Source: Data from the Cabo Verde joint office as of 15 November 2021

## Outcome 2 joint office contribution analysis

CCP outcome targets sought to increase municipal capacity for sustainable urban planning and the management of climate risks, and increase the share of renewable energy in the national power mix. However, over 84 percent of the outcome expenditure was on projects at national, not municipal, level for the management effectiveness and financial sustainability of protected areas and energy efficiency. There was better alignment between projects and expected CCP results at output level, including policy frameworks for conservation, the sustainable use of natural resources and energy-efficiency measures.

Figure5 Summary of the ToC for the sustainable natural resource management CCP priority



Source: Own elaboration (full diagram in Annex 7)

**Finding 4.** The environment and sustainable natural resource management portfolio was composed of projects targeting national-level impact, which did not align well with the original CCP outcome targets to increase municipal capacity for sustainable urban planning and climate risk management.

The CCP logframe for Outcome 2 has a clear municipal focus, yet the two main Outcome 2 projects (BioTUR and CABEEP) aimed at national-level systemic changes in protected area management and energy-efficiency, which do not fall under the jurisdiction of municipal government. The outcome targets aligned better with the ‘Decentralization Fund’ project, linked to Outcome 3 of the CCP, which focuses on improving municipal social services and supporting the formulation of strategic municipal sustainable development plans (PEMDs).

The joint office reports the 20 concluded municipal plans as the achievement of outcome targets on sustainable urban planning and capacity for disaster risk reduction (DRR, even though municipal plans approved prior to the CCP already included the municipal responsibilities of solid waste management and green areas. A review of current municipal plans, and interviews with municipal officials and civil society representatives, did not show any evidence of improvements in sustainable urban management, including waste management or water treatment, as a result of the support. Waste management and water treatment remain unsolved issues throughout the archipelago, according to the evaluation respondents.

Moreover, according to evaluation respondents and PEMDs, municipalities are only marginally involved in DRR efforts. The joint office reports that workshops conducted under the ‘Building Capacity for Resilient Recovery’ project resulted in the approval of resilient recovery procedures. However, a 2019 World Bank analysis for a \$10 million project on disaster risk reduction and preparedness capacity concluded that a lack of clear procedures and responsibilities at municipal level impeded any systematic or comprehensive response to disaster risk.<sup>37</sup>

Outcome 2 of the CCP contained a single national target: to increase the share of renewable energy for electricity production. However, no past or present joint office project has contributed to increasing the share of renewables in electricity generation, and this target does not correspond to any of the CCP outputs. Moreover, the renewable energy baseline and values reported in the CCPD are not supported by evidence.<sup>38</sup>

***Finding 5. Leadership, staff turnover and communication issues within government agencies, the joint office and the UNDP regional office resulted in uneven achievements across the sustainable natural resource management portfolio.***

The delinking of the joint office representative and consequent interim capacity, compounded by staff turnover in the portfolio management, created a leadership gap that led to conflicting visions of project management and strategic direction between UNDP at national and regional levels and national counterparts. Evaluation respondents considered these issues to have been largely solved, and the relationship between the *Direção Nacional de Ambiente* (National Environment

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<sup>37</sup> Prepared by the World Bank (2022) for the ‘Cabo Verde Disaster Risk Management Development Policy Financing’ project. The DRR and preparedness analysis was prepared by the Global Facility for Disaster Reduction and Recovery (2020).

<sup>38</sup> The CCPD renewable electricity production share baseline value was 20 percent in 2018 (target still to be determined for 2020). The joint office reports the 2018, 2019 and 2020 values as 22, 24 and 24 percent respectively. The renewable share of the total primary energy supply in 2018 was 17 percent. By 2019, the renewable share in electricity generation averaged 18.4 percent. The 2025 target is 30 percent and 54 percent in 2030. Data from: Government of Cabo Verde Council of Ministers (2019), *Plano Diretor do Setor Elétrico 2018-2030*; IRENA (2021) Energy Profile of Cabo Verde; and Government of Cabo Verde Ministry of Agriculture and Environment (2020) Cabo Verde 2020 Update to the First NDC.

Directorate) (DNA) and UNDP to be proactive and fluid, having led to the development of environmental project documents to be implemented in the next planning cycle. However, issues remain related to administrative procedures and staffing issues at the country office and with DNA. The uneven nature of achievements is illustrated by the different success rates of projects implemented by DNA and the *Direção Nacional de Indústria, Comércio e Energia* (National Directorate of Industry, Commerce and Energy) (DNICE).

DNICE implemented the 'Cabo Verde Appliances and Buildings Energy Efficiency' project, which achieved most of its targets, despite being severely impacted by COVID-19 travel and import restrictions. The joint office and DNICE collaborative CABEEP project successfully enacted household appliance efficiency labels and the efficiency measures introduced in the new Building Code (2021), a significant contribution to national mitigation targets. Importers, retailers and consumers have been adopting the efficiency labelling, which helps to reduce electricity costs in the relatively high-tariff Cabo Verde market. Actual implementation of the Building Code will need further support and monitoring, but the project offered incentives to local governments by supporting the substitution of inefficient lighting in streets and public buildings.

DNICE took full advantage of the flexibility conferred by an extra-budgetary programme, proactively managing acquisitions and recruitment with agility, within national implementation modality (NIM) norms. The experience of implementation of internationally-funded projects, including United Nations projects and others financed by bilateral agencies, enabled DNICE to access and directly execute projects, such as the current \$8.1 million 'Promotion of Electric Mobility' project, funded by the Nationally Appropriate Mitigation Actions (NAMA) Facility.<sup>39</sup>

In contrast, DNA resorted to bureaucratic mechanisms and rigid approval schedules, causing unnecessary delays, compounded by the COVID-19 lockdown. These issues were highlighted in the recent midterm review of the BioTUR project and in joint office annual reports. The country office and UNDP regional hub are working with the new post-election management of DNA and the Ministry of Environment to relax procedures and improve the performance of the BioTUR project, to prevent past shortcomings from hampering the implementation of two new Global Environment Facility (GEF) projects due to start implementation in 2021-22.

***Finding 6. 18 years after Cabo Verde protected areas were declared, few are effectively managed due to a pervasive rigid, top-down view of conservation and a lack of understanding of protected area outcomes by private sector and local government actors. The new GEF-funded project portfolio intends to address these barriers by adopting a landscape approach.***

BioTUR is the third in a series of projects that have decisively contributed to the establishment, expansion and consolidation of the Cabo Verde national protected area system over the last 20 years. Protected areas are a keystone in Cabo Verde's resilience and blue economy strategies.

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<sup>39</sup> The primary United Nations partner for DNICE is UNIDO, including on a current project for renewable energy water supply.

They are expected to produce revenue from nature tourism and improved coastal fisheries, and appear prominently in the country's resilience strategy as a shield against climate change impacts, including recurrent drought, sea-level rise and acidification.

DNA and the joint office have been working with a GEF investment of at least \$10.4 million for over 20 years, successfully establishing, expanding and consolidating the national protected area system.<sup>40</sup> However, evidence from government policy documents and evaluation respondents shows that, even if some have a management plan, most protected areas are not, or barely, managed and are still threatened by coastal development.<sup>41</sup> As such, protected areas have not produced the anticipated ecological and social outcomes, though some positive impacts were reported by evaluation respondents and published in press and peer-reviewed papers, including the recovery of globally-important loggerhead turtle populations and first attempts at co-management and sustainable tourism within protected areas.<sup>42</sup> These have been brought about by efforts in protected areas by local and international NGOs, adept at accessing international micro-funding (between \$10,000 and \$100,000).<sup>43</sup> However, community and NGO monitoring efforts (including an innovative joint enforcement group in Maio) and co-management experiences occur outside of the regulatory framework.<sup>44</sup> Despite efforts by the BioTUR project, current legislation in Cabo Verde prevents the sustainable exploitation of natural resources within protected areas, hampering proposals for revenue generation activities. Moreover, lax enforcement by the responsible national authorities enables private sector actors and communities to exploit resources within protected areas to the detriment of conservation objectives. Thus, evaluation respondents agree that protected areas are currently a net financial loss for the State, barely contributing to actual protection.

Because of this persistent barrier, the joint office and national environmental leadership have taken a more holistic approach for future projects promoting conservation and sustainable use. Two new projects, funded under the GEF-6 and GEF-7 cycles, tackle marine conservation<sup>45</sup> and biodiversity governance with a more holistic, landscape approach involving multiple actors including NGOs, private sector and local government, and a less rigid view of the activities officially allowed within protected areas without jeopardizing key conservation objectives. Another important joint office contribution is the alignment of the GEF Small Grant Programme (SGP) with a more holistic, landscape approach. The SGP has decisively contributed to the conservation

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<sup>40</sup> GEF Project Database (2021). This includes the sum of GEF grants (excluding co-financing) for: the GEF-3 project 'Integrated Participatory Ecosystem Management In and Around Protected Areas, Phase I'; GEF-4 project 'Consolidation of Cabo Verde's Protected Area System'; and GEF-5 project BioTUR.

<sup>41</sup> For instance, the National Strategy for the Sustainable Financing of Protected Areas, Resolução no 38/2016, Estratégia Nacional de Negócios das Áreas Protegidas de Cabo Verde. 1ª. Série, 2º. SUP Boletim Oficial da República de Cabo Verde. Resolução 168/2020 authorizing housing and other infrastructure within a protected area declared under decreto regulamentar 32/2014.

<sup>42</sup> Loggerhead and other marine turtle populations have responded to diminished poaching driven by intensive community work and lobbying for legislation prohibiting the culturally-important consumption of turtle meat. See Laloë, Cozens, Renom, Taxonera, & Hays (2019), Hammerschlag (2021).

<sup>43</sup> Stakeholder interviews and reports from the Critical Ecosystem Partnership Fund, Programme de Petites Initiatives, GEF Small Grants Projects and the Instituto Marquês de Valle Flôr.

<sup>44</sup> The Joint Enforcement Group involves NGOs, communities, local government and national government agencies.

<sup>45</sup> This project was included in the current CCPD, though it was only designed in this programme cycle and will begin implementation at the end of this year or next.

success of international and local NGOs,<sup>46</sup> but its support, especially to local NGOs, is limited by the rigidity of GEF rules which prevent the use of funding for staff recruitment and impose unfeasible bureaucratic requirements at local and community levels. The UNDP regional hub has been lobbying GEF to ease its rules that affect the performance of regular GEF SGP projects.

Regarding sustainability, the joint office will implement two GEF Biodiversity Focal Area funded projects, one on marine protected areas and the blue economy and the other on biodiversity governance, with grants amounting to \$7.3 million.<sup>47</sup> GEF funding for the climate change (including energy) and land degradation focal areas will be implemented by the national Government through the United Nations Industrial Development Organization (UNIDO) and FAO respectively.

### 2.3. Outcome 3 - Economic transformation and sustainable and inclusive growth

**CPD Outcome 3:** By 2022, all Cabo Verdeans of working age, particularly women and youth, benefit from decent work through economic transformation in key sectors, which leads to more sustainable and inclusive economic development.

#### Related outputs

OUTPUT 3.1: The Ministries of Finance, Economy and Employment have strengthened institutional capacity for the formulation and implementation of policies and programmes that harness the demographic dividend for inclusive and sustainable economic growth

OUTPUT 3.2: Young people and women have enhanced ability to secure employment, including self-employment

OUTPUT 3.3: Municipalities have strengthened technical capacities to develop integrated and SDG-aligned territorial development strategies that promote local employment opportunities particularly for youth and women

OUTPUT 3.4: The Ministry of Family and Social Inclusion has enhanced technical capacity to ensure access to the social protection system by the most vulnerable groups, particularly women and children

Outcome 3 combines support for social protection, policy formulation, vocational training and the design of local development plans, to achieve inclusive growth. Coherence was easier to achieve under this outcome, considering the lower diversity across portfolio areas. However, the outcome

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<sup>46</sup> Contributing to the successful impacts of Cabo Verde CSOs on marine turtle and seabird conservation.



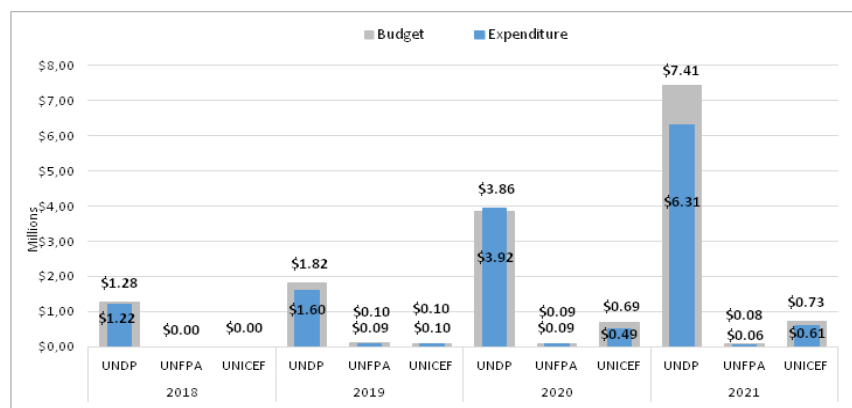
was badly affected by the pandemic, as was working directly on economic inclusion at a time of great economic distress.

At outcome level, one of three targets were partially met (the proportion of jobs in selected sectors), and at output level, three of nine targets were fully met,<sup>48</sup> three partially met and three not met.

The budget for Outcome 3 was \$16.15 million for the 2018-2021 period, with expenditure of \$14.49 million, giving a 90 percent delivery rate (95 percent excluding 2020 data). Outcome 3 is the largest in the current programme cycle, with annual expenditure reaching a high of \$6.31 million in 2021. Annual data shows a growing trend of Outcome 3 budget and expenditure for UNDP, UNFPA and UNICEF since 2018 (see Figure 6).

UNDP focused on two projects: (i) West Africa competitiveness support - Cabo Verde (\$5.22 million or 36 percent of total expenditure on the outcome); and (ii) Decentralization and Local Development (\$3.04 million, 21 percent of the total). The only UNFPA project under Outcome 3 was the 'Programme to Support Employment, Employability and Insertion' (2 percent of total Outcome 3 expenditure), and the largest UNICEF project was 'COVID-19 – Cabo Verde Response' (7 percent of total Outcome 3 expenditure).

**Figure 6 Evolution of Outcome 3 budget and expenditure by agency (2018-2022)**



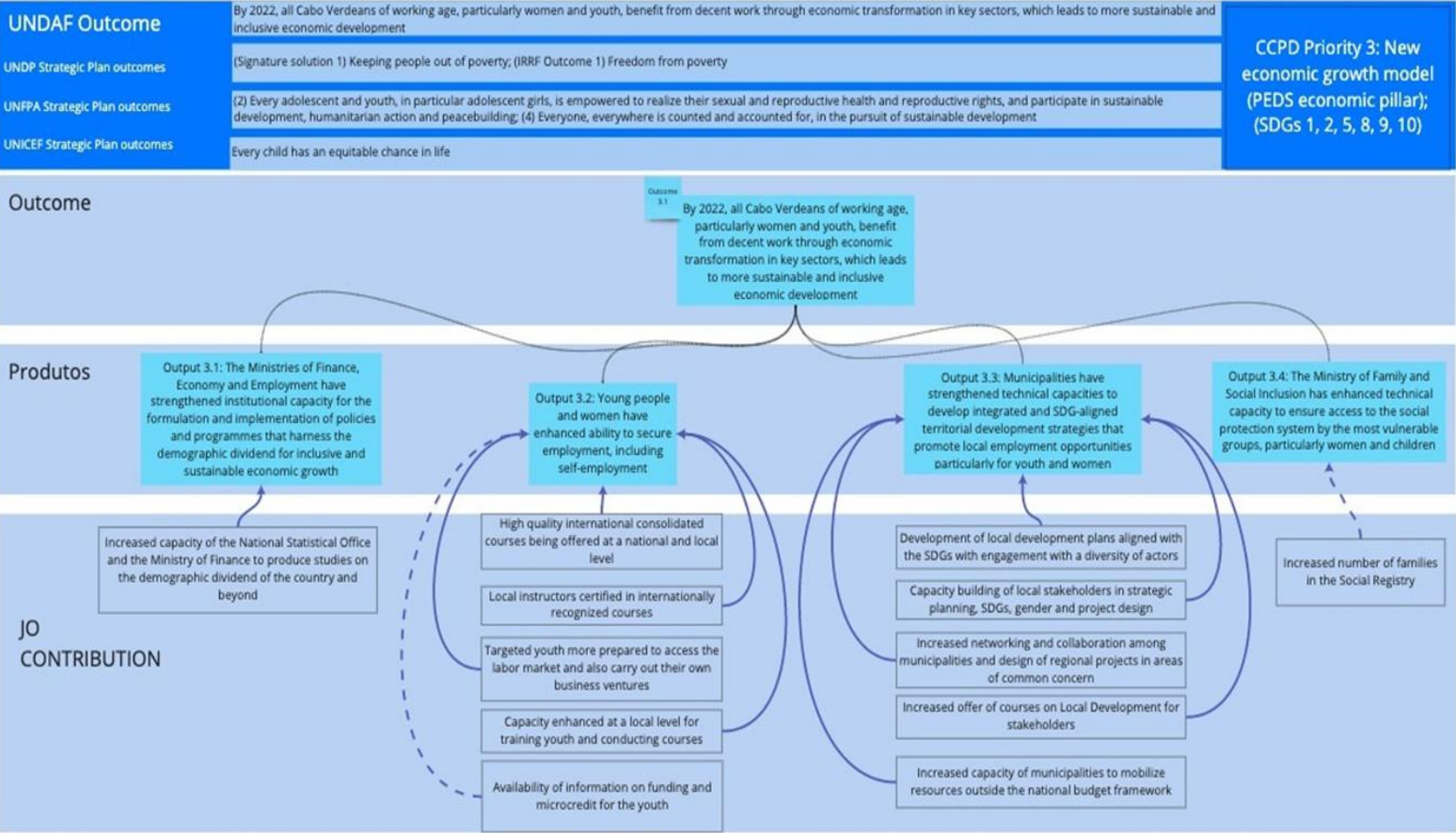
Data Source: Data from the Cabo Verde Joint Office as of 15 November 2021

<sup>48</sup> The output targets fully met were: (i) number of analyses of the implications of the demographic dividend elaborated and used in public policymaking; (ii) number of young people and women that successfully complete technical and vocational training courses; and (iii) number of elaborated territorial local economic development strategies that explicitly promote employment opportunities for youth and women.

### Outcome 3 joint office contribution analysis

Outcome 3 has three intervention areas: demographic dividend, youth employment, and local development and social protection. These will be analysed separately, with a brief description of the context, the results achieved linked to the outputs, how these results have contributed to the outcome (or not), challenges, key findings and sustainability issues. Figure 7 presents the reconstructed ToC for Outcome 3, showing that stronger links were identified for the joint office contribution to outputs 3.1 and 3.3 than for outputs 3.2 and 3.4.

Figure 7 Summary of reconstructed ToC for Outcome 3



Source: Own elaboration (find the complete figure in the Annex)

As a small island State with an economy highly dependent on the tourism sector and which imports most of its goods, Cabo Verde faces structural economic challenges. However, the country has a vision to diversify its economy, tapping into the demographic dividend of the large youth population and encouraging the blue and green economy and information technology sectors. The joint office supports this vision, assisting the Government to create and implement youth employment policies, and encouraging the development of local capacity to promote inclusive economic growth, in alignment with the decentralization strategy of the country. From the perspective of inclusive growth, social protection is articulated in terms of enhanced targeting strategies. The rationale for, and results of, social protection targeting are not strongly connected with the promotion of employment and income generation opportunities.

Overall, although very relevant for the economic development of the country and aligned with the LNOB approach (given the strong focus on youth, women and children), Outcome 3 lacked a strategic, high-level approach to link training and employment opportunities with the diversification of the economy and growth of new sectors (e.g. blue and green economy). This has been addressed through leadership and finance training for youth and support for youth start-ups, but more support is needed for the youth to engage in new sectors in the country.

This outcome was heavily affected by the COVID-19 pandemic. The unemployment rate rose and resources for the 'Youth Employment' programme financed by the Government of Luxembourg were reprogrammed to help fight the COVID-19 crisis (see the section on COVID-19 on the cash transfers and benefits paid by UNDP). The 'West Africa Competitiveness Support – Cabo Verde' (WACS-CV) project was also reprogrammed to address the emerging needs of the country, with resources directed to support informal workers and micro, small and medium-sized enterprises (MSMEs) through funding for a Solidarity Income Regime.

The joint office engaged in the national financing system, supporting the development of the Blu-X platform for the Stock Market and the establishment of a taxonomy for blue bonds in Cabo Verde. As a result of this work, UNDP will be on the steering committee for the capital markets master plan financed by the African Development Bank and implemented with key stakeholders including the Ministry of Finance (MoF).

### **Demographic dividend**

***Finding 7: The CCP supported landmark studies which helped to shape the Youth Employment Policy and PEDS. The key contribution of the joint office has been in technical assistance and capacity-building to help improve the quality of data in the country. The context of COVID-19 compromised CCP targets on youth employment, but important efforts were made to adapt the work to online and provide youth with information on microcredit. Cabo Verde has a significant number of youth activists (including many CSOs) and the CCP helped to foster networking among them. One issue of concern was the model adopted, with divergent views on how to balance the work of central and local institutions, which calls for further discussion and alignment.***

In the area of statistical support, the joint office offered technical assistance, training and funding to the National Institute of Statistics (INE) and Ministry of Finance to produce studies on the country's demographic dividend, and other strategic studies and plans to help develop a long-term vision for the country. These studies and policy documents include the National Youth Employment Plan, National Employment Plan and PEDS, for the production of which the Government recognises the contribution of the joint office. In addition, the joint office contributed to building the capacity of the Ministry of Education, Health and Employment, assisted with socioeconomic profiling of the country's youth, and supported improvements to the quality of data produced in the country. In the previous cycle the joint office contributed to two landmark studies, one profiling youth and other associations, which heavily influenced the creation of the ICPA, which is engaged in the Youth Employment programme and other initiatives (e.g. Youth Connect Cabo Verde).

In terms of sustainability, INE is able to offer expertise to partner countries, and helps to produce guidance on governance data. However, resources are still limited, and continuous support is still required to help the country increase the quality of data collection and invest in the capacity-building of sectorial ministries.

### **Decent work for youth**

The availability of decent work for youth has been severely limited by the COVID-19 pandemic. The joint office implemented the Youth Employment programme in partnership with the International Labour Organization (ILO) and with financial support from the Government of Luxembourg. The courses had a history of success in other countries and the project benefited from the partnership and expertise of ILO, despite some data discrepancies and coordination problems in the provision of information to partners.

Under the Youth Employment programme, the focus of the joint office (through UNDP) was financial education, project elaboration and leadership. Microfinance opportunities for youth were mapped in a Microfinance Manual available in print and online, and banking institution staff were trained. This project created local training centres in municipalities with the support of local institutions. Although this model was successful in involving local actors and strengthening sustainability, respondents from the joint office and national partners did not agree whether it was the most appropriate model. The target of youth participation in vocational training courses was met and exceeded, as the project was successful in adapting the course to online mode during the pandemic, even though participants declared a preference for face-to-face courses. The project launched a national start-up challenge and funded promising youth enterprises for a year.

Public institutions in the area of employment have a long history of cooperation with UNDP. The largest employment programmes in the country have always counted on United Nations funding and support.

The programme of support to the Cabo Verde National Strategy for Employment Generation in was already in place before the Youth Employment programme, but the ILO implementation model changed as central institutions received resources to manage the project. In the ongoing

initiative, the focus was on the local training centres created for the initiative, which caused some overlap and communication challenges between participating central and local institutions. It is important to note that, even though the UNDP implementation model did not change, the overall implementation modality caused challenges with the Government. Considering that this is a joint programme, this affected the overall perception of key actors on the adequacy of the implementation modality and role of both agencies.

The trainings provided within this output were dense and facilitated youth networking. Cabo Verde has a very busy CSO scene, and capacity for writing projects and fundraising (one area covered in the courses provided) is relevant for this target group. Entrepreneurship was encouraged, but there may be room in future initiatives to foster opportunities in new and less-explored areas in the country, and perhaps for longer courses as some were not long enough to cover the content.

In terms of sustainability, while entrepreneurship was encouraged for youth in Cabo Verde, behaviour change requires repetitive stimulus, long-term, continued training and follow-up in order to help youth to sustain their initiatives over time and create more consistent income-generation opportunities. In addition, skills development needs to move beyond theory into practice. The joint office offered youth high quality, short and dense courses, but trainees need opportunities to practice what they have learned in the classroom and beyond. Thus, the link with training and job placement is fundamental, which was more difficult in the times of COVID-19.

In the area of employment, the joint office assisted with the creation of a revolving microcredit fund for youth and women entrepreneurs (*Lavanta Fund*) and for youth or women-led MSMEs (*ProEmpresa*). Cabo Verde is characterized by MSMEs, which are mostly informal according to the 2020 United Nations CCA. The joint office also supported the establishment of an interactive digital marketplace for SDG entrepreneurship and investment, through the convergence of the *Lavanta Fund* and *Negocia*, a Cabo Verde business platform with various services including business directory, job announcements, and training opportunities among others.

### Support to local development strategies

***Finding 8: The CCP was successful in promoting decentralization through the development of local plans which contributed to the high-priority of the State reform process in the country. This enhanced collaboration among municipalities and helped with local-level fundraising. It was a challenge to maintain momentum and ensure that inclusive local development plans were effectively implemented.***

In the early 2000s, Cabo Verde started a process of State reform involving decentralization, with the aim of developing local capacity to better meet the diversity of needs according to the realities of the various islands. In this context, the joint office ran a project funded by the Government of Luxembourg and the European Union for the elaboration of local development plans and the funding of local initiatives for the SDGs. While, previously, consultants were hired to develop strategic plans, now the executive body of each municipality leads the process and invites citizens

and key local actors to participate. A promising feature of this contribution is the increased capacity of municipalities to mobilize resources outside of the national budget. The initiative has the potential to help with the long-term goal of inclusive growth for the country, and the actual results of these plans and capacity-building will be seen over the medium to long term.

A total of 22 local development plans were designed, of which 20 explicitly incorporated employment opportunities for youth and women. The design process includes a situational analysis and identification of an approach for each SDG, in relation to PEDS. In this context, more than 1,000 local municipality staff received training on strategic planning and another 1,800 stakeholders received training on localizing the SDGs, gender as a cross-cutting issue, and project design. Cabo Verde presented this experience at the High-Level Political Forum (HLPF) in July 2021. This project helped to strengthen networking among municipalities and promote regional projects, as there are challenges which cannot be addressed at the level of only one municipality. The project also involved cooperation with municipalities outside of Cabo Verde, in Spain and Italy.

In order to foster capacity-building, a course was organized with the University of Cabo Verde to bring expertise on local development to each municipality, which is planned to be integrated into the University curriculum. In addition, a specialization course on Local Development and Agenda 2030 was carried out, and finished in July 2021. Other achievements of the project included dialogue with the Cabo Verdean Diaspora and the mobilization of resources by municipalities. However, a challenge remains to strengthen mobilization of the private sector.

In terms of sustainability, the issue of local development has been taken up by the University of Cabo Verde and there are now various capacity-development opportunities to support the decentralization process in the country. However, tensions between national and local institutions were identified in the course of the evaluation. Capacity-building on local development also needs to be taken up by the national Government in Praia, so that national institutions can fully support and be aligned with the new *modus operandi* being developed in the country.

## Enhancing Social Protection

***Finding 9: Challenges were identified in developing an M&E system for social protection in Cabo Verde, although progress was noted in strengthening the database of the single register.***

Based on the experience of the evaluation team, an effective social protection system requires:

- 1) An integrated approach where different needs are considered and different institutions join efforts to address these needs under a clear framework and strategy, considering contributory and non-contributory schemes;
- 2) A functional targeting system where vulnerable families are identified and the resources are able to go to those with the greatest needs;
- 3) Strong institutions which are able to deliver the benefits; and
- 4) A dynamic M&E system to give feedback on progress and help with improvements.

While Cabo Verde has made important progress in developing a targeting system (single register), there are still gaps in terms of: the coherence of the social protection system (identified in the CCA); strengthening the line ministry; improving the single register; and implementing an M&E system. The joint office agreed to assist with the latter two areas, with greater success in increasing the number of families on the Single Register and less in implementing the M&E system.

The Single Register was useful in the context of COVID-19, where the most vulnerable families had to be identified. The joint office contributed to increasing the number of families on the Single Register (as per public information available), but there is still a way to go to make this database the reference for other initiatives within the Government.

Challenges were reported in terms of establishing an M&E system for the social protection programme, due to changes in the Ministry of Family and Social Inclusion and communication difficulties. UNDP reported progress in the increased use of targeting for social protection at municipal level, but triangulation was not possible given the limited time available for data collection and the breadth of themes covered by the evaluation. The joint office reported difficulties in implementing work with the Ministry of Family and Social Inclusion in 2020 due to the COVID-19 pandemic.



## 2.4. Outcome 4 - Governance, public policies, partnerships and justice

**CPD Outcome 4.1:** By 2022, Cape Verdean citizens benefit from a system of democratic governance and public administration that is more effective, transparent and participative

**CPD Outcome 4.2:** By 2022, Cape Verdeans, particularly women, youth and children, benefit from increased human security, improved social cohesion and a responsive and inclusive justice system that leads to the fulfilment of human rights

### Related outputs

OUTPUT 4.1: Young people and women have enhanced capacities to engage in critical development issues and decision-making processes

OUTPUT 4.2: Public administrations at central and local levels are equipped with innovative strategies, capacities and tools to adequately implement and monitor the country's commitments to sustainable development

OUTPUT 4.3: The Government has enhanced technical capacity to establish and manage a partnership framework to mobilize financial and technical resources and to engage civil society and the private sector in the implementation of the SDGs

OUTPUT 4.4: Institutions at central and local levels have enhanced capacity to effectively implement national instruments for the promotion of gender equality and combating GBV

OUTPUT 4.5: The justice system has enhanced capacity to promote human rights, with a focus on women and children in contact with the law and greater efficiency in the judicial process

The programme around governance, public policy, partnerships and justice is focused on: strengthening the capacity of civil society and public administrations to support the effective and efficient use of resources; creating spaces for citizens to participate more effectively in governance processes; combatting gender inequalities and GBV; and improving the response of the justice system to protect human rights.

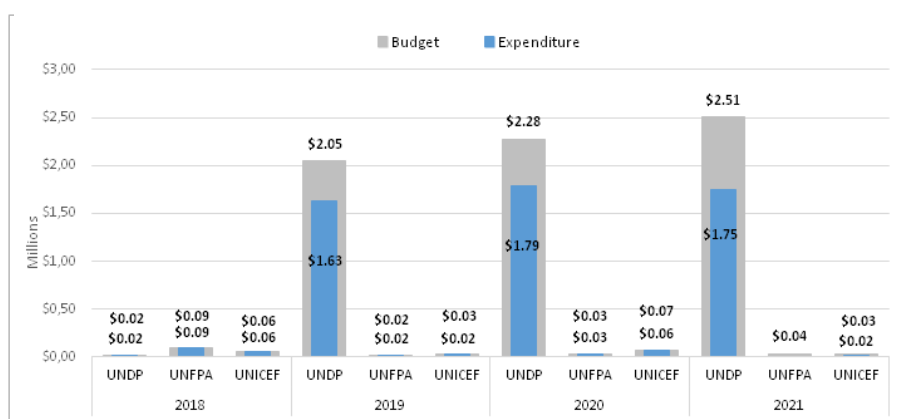
Outcome 4.1 has three related outputs: 1) to enhance the capacity of young people and women to engage in critical development issues and decision-making processes; 2) to implement innovative strategies, capacity and tools in public administration at central and local levels; and 3) to mobilize financial and technical resources and engage civil society and the private sector in implementation of the SDGs. Outcome 4.2 has two related outputs, promoting: 1) gender equality and combating GBV; and 2) human rights with a focus on women and children in contact with the law and greater efficiency in the judicial process.

Over the period 2018-2022, Outcome 4.1 had a total budget of \$7.19 million and expenditure of \$5.48 million, giving an execution rate of 76 percent (80 percent excluding 2020 data). Annual data

shows programme growth over the four years of the CCP cycle, with the highest budget (\$2.51 million) and expenditure (\$1.75 million) in 2021.

The 'Phase II Economic Consolidation Programme' (Pro-PALOP) project implemented by UNDP accounted for 58.64 percent of outcome expenditure. It is worth noting that this is a regional project managed by the Cabo Verde joint office. The total budget for regional management of the project amounts to \$3.27 million. The total budget for Pro-PALOP Cabo Verde interventions amounts to \$950,000.

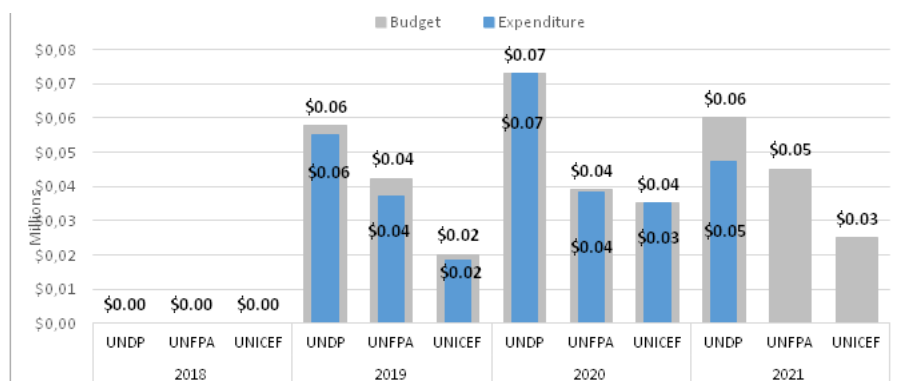
**Figure 8 Evolution of Outcome 4.1 budget and expenditure by agency (2018-2021)**



Data Source: Data from the Cabo Verde joint office as of 15 November 2021

Total budget for Outcome 4.2 amounted to \$390,000 and expenditure \$300,000, giving an execution rate of 77 percent (96 percent excluding 2020 data). Outcome 4.2 is the smallest in the

**Figure 9 Evolution of Outcome 4.2 budget and expenditure by agency (2018-2022)**



current programme cycle, with only one project: the ‘Strengthening Governance in Cabo Verde’ project, conducted by UNDP, UNFPA and UNICEF.

*Data Source: Data from the Cabo Verde joint office as of 15 November 2021*

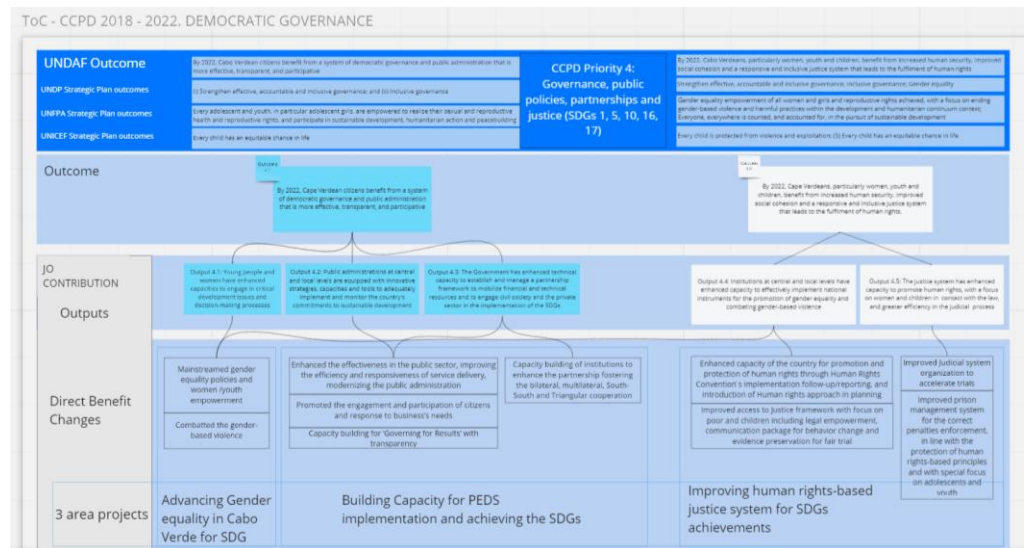
#### **Outcomes 4.1 and 4.2 joint office contribution analysis**

The analysis focused on the democratic governance outcome and the direction of change, as final impacts cannot be assessed in the timeframe of this evaluation. As such, it was necessary to formulate a theoretical model for the outcome strategy (see summary below and complete ToC reconstruction in Annex 7).

This CCP component aimed to progressively build democratic governance in Cabo Verde, evolved around three interconnected approaches conceptualized as projects by the joint office: (i) building capacity for PEDS implementation and achieving the SDGs; (ii) advancing gender equality for the SDGs in Cabo Verde; and (iii) Improving a human rights-based justice system for SDG achievement. According to Atlas, subnational capacity and service delivery is considered in the ‘Decentralization’ project under Outcome 3.

Annex 6 shows that most outcome indicators have achieved expected results one year before the end of the cycle, including: (i) national and local government programmes elaborated and implemented with a results-based management approach; (ii) gender-sensitive local and national budgets; (iii) women elected to Parliament and local government; (iv) participation mechanisms in place for the identification of priorities or public policies at national and local levels; (v) resource mobilization and partnership development mechanisms in place; (vi) CSOs participating in the formulation and monitoring of development plans, budgets and public policies; and (vii) free legal support is available for court cases.

Figure 10 Summary of reconstructed ToC for Outcome 4



Source: Own elaboration (find complete figure in Annex 7)

**Finding 10:** The CCP enhanced the capacity of the country for the promotion and protection of human rights through follow-up and reporting on its implementation of human rights conventions. The CCP supported the country to adapt the national institutional framework to guarantee independence according to the Paris Principles. With the capacity of justice operators strengthened, the challenge now is to develop an approach for prevention, to foster legal information and crime prevention.

The first pillar to be considered in a democracy is the guarantee of basic human rights to citizens and non-citizens (including migrant workers, refugees and asylum seekers).<sup>49</sup> Without peace, justice, stability, human rights and effective governance based on the rule of law, it will not be possible to achieve sustainable development. Cabo Verde continues to promote access to justice, gender equality and equity for all, and respect for fundamental human rights. The country has ratified almost all international human rights instruments, such as the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, the Convention on the Rights of the Child, and the Convention the Elimination of all forms of Discrimination Against Women. Through ordinary laws, the legal framework preserves respect for human rights.

<sup>49</sup> The democratic governance normative framework followed the International Institute for Democracy and Electoral Assistance (2008) Assessing the Quality of Democracy; and UNDP (2009) Democratic Governance Reader, among other thematic studies.

Cabo Verde leads in the most important rankings on human development, transparency, freedom and good governance in Africa. External credibility is one of the country's main assets, a result of its democratic history. Over the lockdown period, in parallel with actions to combat COVID-19, human rights awareness campaigns were carried out at national level targeting the elderly, the prison population, people with disabilities, children and women. The joint office contributed to opening justice to civil society, for example through awareness-raising activities on human rights in secondary education.

Cabo Verde is adapting its national institutional framework for this area, to guarantee independence according to the Paris Principles. These Principles, adopted by the United Nations General Assembly in 1993, establish that national human rights institutions are neither State-dependent nor NGOs, but function as a bridge between civil society and government. Until now, in Cabo Verde this function had been assumed by the National Commission for Human Rights and Citizenship, but currently its statutes do not guarantee independence according to Paris Principles. There are two possibilities: either the statutes must be changed, which implies a change in the Cabo Verde Constitution, or this responsibility must be passed to another institution, namely the Ombudsman.

The justice system in Cabo Verde is characteristically slow, and key informants noted that the CCP made a key contribution to change this, and with low investment. The CCP supported the operationalization of the judicial information system, providing courts with the equipment to register judgments. Magistrates have increased their capacity, verified by the reduction of pending trials and increase in the number of resolved trials according to data provided by key informants. New cases continue to arrive, but more are resolved.

The child protection programme made significant achievements in partnership with key child protection stakeholders and partners, including the approval of a new legal framework on sexual crime. The development of a new national action plan to prevent and fight against sexual violence for the period of 2022-2024 was an important contribution. The technical and institutional capacity of IPCA and other actors was strengthened, particularly for the protection of children against COVID-19. Over 45 child protection professionals received remote training on risk communication and community engagement, which aimed to strengthen the technical capacity of 200 community health workers from all municipalities in different health domains, including physical, sexual and psychological violence against children, early childhood development, and child labour.<sup>50</sup> The support included the production of a guide for parents and teachers on the protection of children and students from COVID-19, and distribution of 4,000 copies to public schools across the country.

Access to justice for the poorest and most vulnerable was facilitated by the integration of a legal assistance platform into the social register and the Integrated Budget and Financial Management System, allowing for the effective management of judicial assistance.

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<sup>50</sup> According to joint office annual reports.

Two challenges limit the sustainability of CCP contributions in this field. Firstly, while joint office interventions were mainly focused on the capacity of justice operators (magistrates, police, technicians, etc.), community associations remain weak, and CSOs were not a focus of the CCP scope. Long-term sustainability requires a prevention approach, empowering larger CSOs who deal directly with the community every day. Secondly, there is a gap in national capacity for child protection, especially the child protection indicator information system. On the positive side, the introduction of the paternity test was a clear practical result, enabling the resolution of pending cases.

***Finding 11: The CCP supported the Government to understand the financial landscape and frame the options for SDG financing, focusing on fiscal opportunities, strategic guidance for economic governance and public finance accountability, effectiveness and transparency.***

If the first pillar of democracy is the guarantee of basic human rights to citizens and non-citizens, the second is made up of the institutions of representative and accountable government.<sup>51</sup> The Cabo Verde democratic system is under consolidation, partly due to the contribution that the United Nations has been making to strengthen democratically-elected institutions in the country.<sup>52</sup> During the evaluation period, and the pandemic context, three elections were held in Cabo Verde: municipal in November 2020; legislative in April 2021; and presidential in October 2021. These took place in a peaceful climate and were classified by the national and international communities as participative, free, fair and transparent.

United Nations interventions enhanced transparency, providing the country with tools and platforms to allow citizens to monitor the execution of the State budget, in real time. The Court of Auditors was equipped with modern human resource management mechanisms, strengthening its technical capacity to carry out *ex-ante* and *ex-post* audits in order to strengthen transparency in public resource management.

Under the 'PALOP-TL Economic Governance' project, budget transparency was reinforced through the installation of a portal to facilitate citizen monitoring of budget expenditure. Parliamentarians strengthened their capacity for budget analysis, legislative oversight and the promotion of open parliament, and Parliament got closer to citizens through the 'Open Parliament' initiative.

***Finding 12: The CCP supported the Government in implementing various initiatives, which were particularly relevant for fighting the COVID-19 pandemic. A National Response and Recovery Plan for the COVID-19 crisis was developed through the Response and Recovery Coordination Platform, installed by the Government and United Nations.***

In terms of innovation, and particularly in the fight against COVID-19, the UNDP Accelerator Lab, in partnership with the State Secretariat for Innovation, developed and implemented several innovative solutions for the availability of information useful to citizens. Other interventions in

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<sup>51</sup> UNDP (2009) Democratic Governance Reader —A reference for UNDP practitioners.

<sup>52</sup> United Nations (2020) Cabo Verde CCA.

public administration also stand out, such as: an interactive platform (E-participate) that allows for citizen evaluation of public services; the modernization of services in public hospitals; support for the public social protection system; and the improvement of public administration recruitment.

Some key contributions of the PALOP-TL Economic Governance project in relation to the COVID-19 pandemic can be highlighted. For example:

- MoF developed a transparency website, an important gain in budget transparency;
- The National Court of Auditors developed an integrated system for online accountability of public accounts;
- Parliament drew up a contingency plan for plenaries to be broadcast online.

In the field of public administration modernization, the country now has digital platforms for connecting State services, reinforcing the responsiveness of public services to citizen demands. In addition, popular use of the digital certificate has been evident, an important contribution given the insular nature of Cabo Verde, which also enabled administrative procedures to be carried out during the COVID-19 pandemic. Officials were trained on the technological tools, but there was no follow-up on the impact, user satisfaction or lessons learned.

Two challenges limited the sustainability of the CCP contribution to public administration. Firstly, once a technology product is delivered to institutions there is limited monitoring or follow-up of its impact, limiting the possibility for assessing needs for review or upgrading. This is especially important in the digital field with fast technological changes. Secondly, public communication to promote the use of new administrative tools was weak. Tools were developed but, in some areas, there was a lack of support to promote their use.

***Finding 13: The CCP fostered youth participation through various mechanisms, including national debates, the establishment of a Youth Advisory Council, leadership training, and local participation platforms with high levels of engagement. Low turnout in the elections, especially among young people, represents a challenge for political participation.***

The third pillar of the assessment addresses civil society and participation. UNDP, UNICEF and UNFPA interventions enabled the participation of young people in strategic decisions for the development of the country. For example, 450 young men and women participants at the Mindelo youth conference gained awareness of their responsibility to participate in politics and other civic activities for social cohesion. Over 200 women and youth participated in the presentation of the National Plan for Gender Equality and the Plan to Fight GBV 2019-2022. This was reinforced by a national strategic debate 'Youth and Future of Cabo Verde', carried out by the Government in partnership with UNDP, UNICEF and UNFPA, under the 'Cabo Verde Ambition 2030' initiative.

One challenge for the sustainability of political participation has been the low turnout in elections, especially among young people. This phenomenon is also observed in other countries but should be included on the national agenda. The Cabo Verde Ambition 2030 exercise, with strong support of the United Nations, projects that by 2030 the country will be: (i) characterized by a

consolidated, modern and inclusive democracy; (ii) a blue, digital and emerging country; and (iii) a country with a circulating economy and well-positioned in the mid-Atlantic.

***Finding 14: The CCP fostered the participation of women in critical development issues and decision-making processes. A parity law was approved with technical support from the joint office, as well as the Plan for Gender Equality and the Plan to Fight GBV. Prevention campaigns realized with joint office support contributed to lower levels of GBV during the lockdown.***

Cabo Verde ranks third in the Ibrahim Index for African Governance, performing outstandingly in three out of four categories: Safety and Rule of Law (75.3/100); Participation and Human Rights (76.3); and Human Development (71.2). However, the country has experienced slippage in the last 10 years, with deterioration on different indicators, and is on a trend labelled by the Index as 'red'. In the category of Participation and Human Rights, Cabo Verde ranks lowest on the 'Political Power and Representation of Women' indicator (rank 27, with a decline of -22.2).<sup>53</sup>

In this regard, the joint office has made an important contribution to the country by providing support to national institutions for approval of the Parity Law (nº 68/IX/2019) in 2019. The application of this law has completely changed the scenario for women's representation in Parliament and local government. Since the municipal elections of October 2020, there are 200 women in local authorities, representing 42 percent of local elected representatives for municipal chambers or assemblies. After the April 2021 general elections, women held 38 percent of parliamentary seats and represented 32 percent of the new Government, according to national electoral data.

Parliamentarians and CSOs are now better prepared to analyse and monitor implementation of the State budget from a gender perspective, thanks to technical support provided by the joint office through communities of practice developed under the Pro-PALOP regional initiative. MoF also gained the mechanisms and technical capability for its staff to apply the principles of gender-based budgeting, including the definition of gender indicators and markers in programmes.

In 2018, the National Gender Equality Plan 2019-2021 was developed, including actions to combat GBV in accordance with PEDS and the National Human Rights Plan. GBV was a priority for the CCP during the COVID-19 pandemic and lockdown period. The CCP contributed to containing GBV with awareness-raising campaigns, which were carried out by the Cabo Verde Institute for Gender Equality (IGE), with strong technical and financial support from the CCP.

Cabo Verde public university was also supported by CCP interventions to generate research on gender issues in urban and rural settings, and the effects of COVID-19 on family gender dynamics, to inform public policies on gender equality and preventing and combating GBV.

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<sup>53</sup> This indicator is likely to improve because of the 2020 municipal and 2021 general elections, due to the recently approved Parity Law.



**Finding 15:** *The joint office supported the Government to establish an ecosystem for South-South cooperation, especially strong in the regional Pro-PALOP project, INFF and the Accelerator Lab. The joint office contributed to the articulation of a long-term strategic vision for the country, in particular through analysis and research to inform key strategic documents.*

The fourth pillar concerns the international dimensions of democracy, as countries are not isolated units, but mutually interdependent. The joint office supported Cabo Verde to enhance its technical capacity to establish and manage a partnership framework to mobilize financial and technical resources for implementation of the SDGs.

Cabo Verde is at a decisive moment in its development process. With graduation to middle-income country (MIC) status, official aid has been decreasing and access to concessional loans has become more difficult, forcing the country to mobilize and efficiently manage internal and external resources to finance its development. Shortly after achieving MIC status in 2008, global financial crises had a severe impact on the country's economic performance, and it now has one of the highest levels of public debt in Africa. Although there are signs of recovery, economic growth is still low. Fiscal space has been greatly reduced, requiring innovative approaches to mobilize financial resources and strengthen capacity for public policymaking, planning, monitoring, transparency and accountability. A steady decline in fertility (to 2.3 children per woman) and an increase of young people in the population, combined with an environment of political stability, are creating the potential for Cabo Verde to enjoy significant and transformative social and economic change.

Within the National Planning System (NPS) and the new Budget Law, INFF contributes to catalysing ongoing processes to establish an efficient public administration system and set new standards for governance innovation. Cabo Verde developed Ambition 2030 with the support of the joint office, involving both public and private stakeholders. To further complement ongoing work to close SDG gaps, mostly related to Cabo Verde's SIDS status, the joint office INFF initiative reinforces the NPS by aligning budgeting and planning, creating the conditions to mobilize new financing flows into an enabling ecosystem. The joint office contributed to the Cabo Verde Development Finance Assessment, providing a comprehensive analysis of the present state of financing for sustainable development in Cabo Verde, and covering a diverse range of domestic and foreign, public and private finance.

With joint office support, Cabo Verde established a South-South cooperation strategy in 2019, which set out the country's vision for its involvement in, and legal and institutional governance of, South-South cooperation, as well as potential partnerships and political objectives.

In 2019, UNDP launched Accelerator Lab, the largest global knowledge network on sustainable development challenges, in a process of reimagining 21<sup>st</sup> century development. Underlying this initiative is a network of 60 Labs serving 78 countries, to bring new methodologies and skills. Each Lab has a multidisciplinary team consisting of a solution mapper, an exploration officer and an experimenter. In 2019, the Cabo Verde joint office joined this initiative and formed a team to develop projects using this methodology. These developments have allowed exchanges with

countries such as India, Timor Leste and Guinea Bissau. Amongst the solutions promoted, the following stand out for their significant impact on development in the country:

- **Project ‘Com Vida’** produced a platform for the Government of Cabo Verde to inform the public on COVID-19, from the number of cases to the norms and regulations, application forms or any other need related to the pandemic.
- **Project ‘Drone’**, by a young innovator, provided a technological solution to fight the spread of COVID-19 (street disinfection) and combat the socioeconomic crisis (linked to agriculture) caused by the pandemic.
- **Project ‘Hackathon digital solutions’** created an enabling environment for the development of new technology-based solutions, to bring communities and national businesses closer to innovators and the technological community.

## 2.5. Joint office governance model

***Finding 16:** The joint office has been a positive development, providing a unified presence and more coherent and integrated programme delivery. The joint office is considered a hallmark of the country’s identity in the international community. However, the lack of a joint resident or deputy representative and the absence of a legal inception document have limited strategic leadership, the position of the office in the country and its operational capacity, as some processes and accountability lines have not been clearly defined, limiting the expected efficiency gains.*

The joint office consists of a single United Nations office comprising three participating agencies (UNICEF, UNDP and UNFPA). The joint office has one organizational structure and a single programme (the CCP) encompassing the activities and mandates of the three participating agencies, and is meant to use one set of business processes, rules and regulations under a “support agency” arrangement. UNDP processes, systems and contracting arrangements have been adopted by the joint office.<sup>54</sup>

The first element of note is that the joint office lacks a legal inception document, operating without a signed MoU to provide the participating agencies with a common operating platform in the country. This has limited the managerial capacity of the office, since some processes have not been defined and accountability lines are not clearly stated, limiting the potential efficiency gains. In the past, significant efforts have been made to regulate the functioning of the office. A draft MoU has existed since 2010, but this was not signed by UNDP, UNFPA or UNICEF at corporate level. The draft MoU was not shown to the evaluation team.

In May 2018, the United Nations General Assembly approved a set of changes for “repositioning” the United Nations development system, including reforms to the Resident Coordinator system. The changes and accompanying new funding scheme aim to ensure that the Resident Coordinator

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<sup>54</sup> United Nations Development Operations Coordination Office (2016) Summary brief on the Cabo Verde joint office model.

system is independent from any agency, more transparent and accountable to Member States and fully dedicated to Agenda 2030. This process brought a change to the joint office governance structure since, prior to the delinking, the UNDP Resident Representative and Resident Coordinator was also serving as Head of the joint office.

During the last quarter of 2021, discussions were reinitiated to update and sign the MoU and develop the leadership of the joint office, involving the regional offices and headquarters of UNDP, UNFPA and UNICEF. The need to establish a regulatory and governance model to set the basis for the functioning of a joint office has been identified as key learning for future processes. Despite requests from the evaluation team, the MoU was not provided and the provisions or *modus operandi* proposed to redress some of the challenges of the joint office could not be assessed.

Despite these challenges, the Cabo Verde Government considers the joint office a hallmark of the country's identity in the international community. According to key informants, the Government does not understand the current lack of a Joint Resident Representative, and has requested a solution. The positioning of joint office staff at national, regional and global levels has been severely affected by the absence of a legal basis or framework document for the model, and lack of joint deputy and resident representatives (JDR and JRR). Relationships built at the highest level were important to provide stability for the office, despite the many changes in direction between 2019 and 2020. The Prime Minister of Cabo Verde sent a letter to the United Nations Secretary General requesting a solution for a change of representatives in the office, and there was an important effort on the part of the CCP and the Government of Cabo Verde to ensure the continuity and stability of their collaboration.

There has been very limited coordination between the regional offices of the three agencies, who only come together to plan and discuss specific structural issues (such as the design of the MoU or the Head of Office terms of reference). The lack of agreement on key governance issues of the model is a challenge for coordination across the agencies and joint office leadership. This lack of consensus and strategic decision-making impacts the joint office in different ways. For example:

- The new joint office organizational structure was implemented in 2018, but there was no accompanying organizational development (change management), and some staff claim that the distribution of responsibilities is not clear.
- The temporary situation of the joint office managers (three interim managers) creates stress for staff, and undermines the strategic direction of the office.
- The lack of a joint deputy representative limits the capacity for programmatic integration and organization (staff report feeling overworked).
- The joint office does not yet have a resource mobilization strategy document.

The joint office has inconsistent communication practices, using the joint office brand on the one hand, but with each agency maintaining its own brand for its programmes, on the other. In the early years of the joint office, it communicated as a single office and not as if it comprised different agencies, in order to reinforce the team spirit. Once the idea of the joint office had been consolidated, agencies went back to using their own brands. Currently, the joint office has communications value, as do each of the agencies, which is positively valued in terms of

positioning the common programme as well as each agency. However, without consensus there is no strategy on the communication policy. As a result, the joint office is indistinctly identified by national stakeholders, who use the terms "United Nations office", "joint office" or the names of individual agencies indiscriminately.

### **Planning, monitoring and evaluation systems**

***Finding 17:* The joint office in Cabo Verde lacks a joint monitoring, evaluation and reporting system to effectively track and assess individual agency and joint contributions to the CCP outcomes and output indicators. The joint office financial information reporting process is complex. The absence of an integrated financial management system presents a challenge to the efficient and transparent operational planning and financial reporting of the joint office.**

Since the establishment of the joint office in 2006, the three agencies have not developed any clear mechanism or initiative to create a common platform for planning, monitoring and reporting, despite this being a repeated recommendation of several evaluations since 2006.

According to the United Nations Joint Inspection Unit, initiatives such as "Delivering as One" and the business operations strategy have not yielded the desired results with respect to common business operations.<sup>55</sup> Although Hanoi, Brasilia, Cabo Verde and Copenhagen were sometimes referred to as "integrated country-level service centres", none of them offered a template for the consolidation of common business operations. Cabo Verde is still the only joint office, although there was an intention to develop 20 others.

The Cabo Verde joint office local planning process operates across two levels. The 'One UN Annual Work Plan' is prepared by the Resident Coordinator's Office with contributions from all UNDAF participating agencies, resident and non-resident in the country, and signed with the Ministry of Foreign Affairs. In turn, the annual work plans of the three joint office agencies are prepared by the programme portfolios and signed with national implementing partners. The regional offices of each agency develop their planning processes separately using their existing platforms. Annex 11 presents the various planning tools used by the three agencies in the joint office.

The Cabo Verde joint office, which is the combination of three separate agencies into one United Nations office, lacks the systems for integrated financial information due to the lack of "jointness" or integration of the platforms of the three agencies. To overcome this challenge, the joint office uses the UNDP Atlas enterprise resource planning (ERP) system, which is also used by UNFPA, to consolidate the financial information (e.g. funds, projects, budget, expenditure, etc.) for all three agencies. Joint office financial data is overseen by the UNDP West Central Africa Regional Office (WCARO).

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<sup>55</sup> United Nations (2019) Report of the Joint Inspection Unit for 2018 and programme of work for 2019 General Assembly Official Records 73rd Session Supplement No. 34. The evaluation found that bureaucratic barriers still impeded cooperation, the mutual recognition of each other's policies and procedures was not mature, inter-agency mechanisms to support common business operations needed review and members of United Nations country teams were unable to make progress at the same pace. The Joint Inspection Unit recommended that measures be taken to overcome bureaucratic barriers through hosting arrangements, that the joint office model be applied more widely and that mutual recognition be applied as a vehicle for capacity consolidation.

While UNDP and UNFPA use the Atlas ERP system, UNICEF uses the Virtual Integrated System of Information (VISION) ERP. This platform is not accessible to the joint office, and all funds received by the joint office for any of the three agencies is registered and managed in Atlas. However, due to the lack of interoperability between the UNICEF and UNDP/ UNFPA systems, staff must manually input information from one system to another, leaving room for error and lack of efficiency.<sup>56</sup> The disjointed financial information system constitutes a challenge for the joint office planning and reporting functions, which could ultimately slow down decision-making.

According to its staff, the joint office employs a differentiated procedure to share financial data extracted from Atlas with the UNICEF and UNFPA WCAROs. The lack of harmonization between the three agencies' systems calls for a solid administrative relationship and collaboration between the agencies and support from each agency's headquarters and regional offices.

In terms of the financial data (budget and expenditure) by project and agency included in the ICCPE Project Table, UNDP extracted raw data from PowerBI. However, the data for some projects did not match the data extracted by the joint office from Atlas. Consequently, the Project Table data was provided by the joint office.

**Table 3 Procedures used by the joint office to share financial data**

UNICEF	UNFPA
(i) The Joint Office sends UNICEF WCARO an Excel template with Atlas information and signs quarterly Atlas combined delivery reports. UNICEF WCARO integrates the received data into their system.	(i) The joint office sends UNFPA WCARO the Annual Work Plan at the beginning of the year. The workplan is the disaggregation of the funds received for the year into the main activities for which the joint office will use UNFPA funds. After UNFPA receives the workplan, they register the amount as expenditure into their system.
(ii) The Finance and Admin Manager in WCARO, Dakar-Senegal is the UNICEF focal point who receives the financial data from the joint office.	(ii) The WCARO International Operations Manager is the UNFPA focal point who receives the financial data from the Joint Office.

UNDP, UNFPA and UNICEF share a single CCPD that serves as the primary unit of accountability to the Executive Boards of the three agencies. Although the CCPD includes a Joint Office Results and Resources Framework, the joint office lacks an integrated monitoring, evaluation and reporting system to effectively monitor and assess UNDP, UNFPA and UNICEF contributions to CCP outcomes and output indicators.

In terms of the CCP indicators in the Results and Resources Framework, the evaluation identified that: UNDP registers data on the CCP indicators into its Corporate Planning System; UNFPA reports data on the CCP indicators quarterly to the Strategic Information System platform, and this data is also included in their annual reports; and UNICEF reports data on the CCP indicators in their Results Assessment Module reports. This lack of harmonization between the agency systems

<sup>56</sup> United Nations Development Operations Coordination Office (2016) Summary Brief on the Cabo Verde Joint Office model.

creates discrepancies among the data reported by UNDP, UNFPA and UNICEF. The absence of a joint monitoring, evaluation and reporting system also requires additional staff efforts for data consolidation.

The evaluation of the UNDP, UNFPA and UNICEF Cabo Verde CCP for the previous period (2012-2016) also identified the lack of an integrated monitoring system and the absence of an M&E results-oriented system for the whole CCP. It recommended that the M&E system be strengthened, towards a holistic results-oriented system for the whole CCP.<sup>57</sup> No progress has been made in addressing these issues, and the recommendation has not been implemented.

Regarding risk management, the joint office has carried out monitoring and mitigation activities for the risks identified for most projects. 14 of a total 23 projects have documented risks. The joint office uses Atlas, but not all projects identify or monitor risks in this system. UNFPA uses Atlas for project management, and also use SIS for planning, monitoring and reporting. UNICEF has instruments for risk monitoring, but they are not used by the joint office.

The joint office follows two different procurement procedures, depending on whether for a NIM or direct implementation modality (DIM) project. If the project is DIM, UNDP contracting guidelines are used, but national procedures are followed for NIM projects (the rules of the public procurement regulatory agency). In cases where national partners may have some difficulty (such as the procurement of vaccines or condoms) they can be supported by the joint office to enable a cheaper, faster process, with greater guarantees.

#### **Joint office organization, accountability and risk management**

***Finding 18:** The 2018 joint office change management process intended to accelerate the rationalization and streamlining of business processes to generate cost efficiencies and provide a structure aligned to the new CCP and government priorities. However, there was no change management process after delinking, and staff vacancies (especially for the resident and deputy representatives) put pressure on the normal functioning of the joint office, negatively impacting programme integration and long-term strategy.*

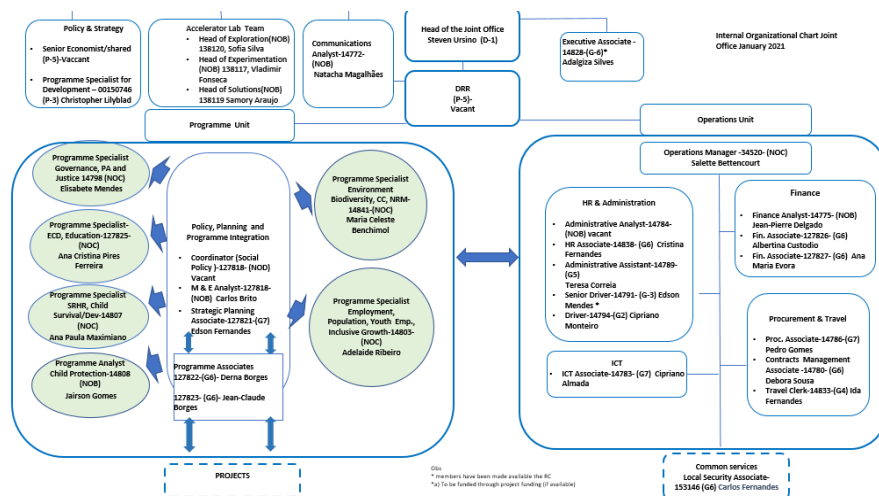
The 2018 change management process intended to accelerate the rationalization and streamlining of operational costs, to pursue further efficiencies. The motivation of the new joint office reconfiguration was to create a structure aligned with the new CCP 2018-2022, the SDGs, and in response to political change. The new ruling party came with new ideas and tools, like PEDS. In other words, considering the new programme, new government and new national planning instruments, the joint office understood that it was a good time for organizational change. However, the change plan has not been documented. A new organigram was approved, but management change was not developed due to the lack of joint office leadership after the delinking process.

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<sup>57</sup> The 2016 Final Evaluation of the CCPD from UNDP, UNFPA and UNICEF Cabo Verde mentions: Conclusion #5: the Office does not have an M&E results-oriented system for the whole CCPD. There is no integrated monitoring system (each agency has its own), so the joint office has three different monitoring systems with different typologies and degrees of implementation (page 83); and Recommendation #5: strengthen the M&E system, moving towards a holistic results-oriented system for the whole CCPD (page 88).

The joint office is organized into operation and programme units, led by a Head of Office. For programme implementation, the office has six portfolios: (i) Governance, Public Administration and Justice; (ii) Education; (iii) SRH and Child Survival; (iv) Child Protection; (v) Environment Biodiversity, Climate Change and Natural Resource Management; and (vi) Employment, Population, Youth Employment and Inclusive Growth. Figure 12 summarizes the current organizational structure of the joint office.

Figure 11 Structure of the Cabo Verde joint office



Source: joint office

Two important developments have been the establishment of two key strategic intervention units: the Accelerator Lab and the Strategic Policy Unit. The Accelerator Lab was launched in Cabo Verde to explore, map and test innovative solutions to accelerate context-relevant development challenges and progress towards the SDGs and Agenda 2030. Given Cabo Verde’s main challenges and vulnerabilities as a SIDS country, they are working on three pillars: Blue Economy, Tourism, and Digital Economy. The Strategic Policy Unit contributed to the articulation of a long-term strategic vision for the joint office, especially concerning analytical and research contributions to inform key strategic documents and the long-term vision of the country, such as PCNA+ and the Development Finance Assessment.

In total, the joint office has 52 positions (see Figure 12). Fixed-term (23) and permanent (9) staff are part of the statutory framework, with official contracts governed by the United Nations staff regulations, and occupying medium to long term career posts. Temporary appointments (1) are under the same organizational regime, but for less than one year duration, for example the Head of Joint Office.

National Personnel Service Agreement positions (17) are created according to the needs of the programmes or projects and are totally dependent on programme or project funds and recruited for the short to medium term. They are a contractual category defined as a legal instrument, recently established by UNDP, to enable staff to be hired for services for a limited time under a service-based contract. This modality was created with two main objectives: to provide UNDP with a comprehensive, flexible and low-cost contractual framework that meets project, programme, operational and administrative requirements; and to provide attractive, stable and fair employment conditions to attract, select and retain the services of qualified and high-performing individuals. Within its timeframe, this evaluation could not obtain evidence of the impact or benefits of this contractual modality or of strategies in place to avoid and mitigate the effects of work overload and staff turnover.

At the time of this evaluation, there were several open positions: Joint Resident Representative (D1), Joint Deputy Resident Representative (P5), Coordinator of Policy, Planning and Programme Integration, and Procurement Associate/Contract Management (G6).<sup>58</sup> In August 2018, the Deputy Representative left the joint office, and in March 2019 the Resident Representative left the joint office to be appointed Resident Coordinator, with no replacement for either at the time of this evaluation, creating a negative impact on programme integration.

### Joint office cost structure allocation

**Finding 19:** *The joint office continued joint operations and representation for the three agencies in the country, reducing overheads and transaction costs and pooling resources. The 2018 change management process aimed to accelerate the rationalization and streamlining of operational costs to pursue further efficiencies, but was not fully implemented.*

**Table 4** Cabo Verde joint office cost structure 2018-2021

	2018	2019	2020	2021
<b>Support budget</b>	\$1,804,432	\$1,458,582	\$1,357,506	\$1,342,694

<sup>58</sup> The latter became vacant in September 2021 after an internal lateral move.

**Figure 12** Joint office staff contract types

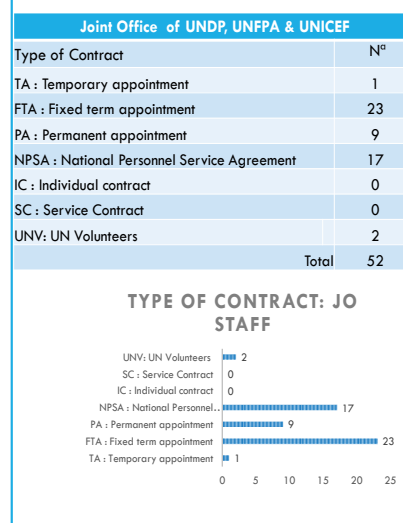
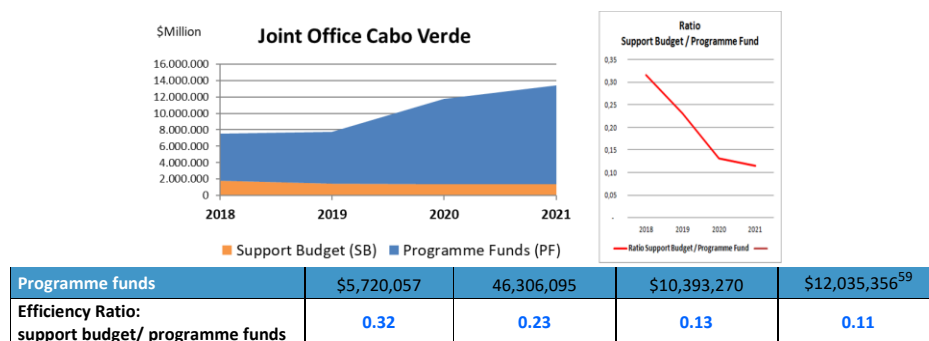




Figure 13 Cabo Verde joint office cost structure 2018-2021



Data Source: Data from the Cabo Verde Joint Office as of 10 November 2021

Table 4 and Figure 13 present data on the joint office cost structure, showing that the joint office support budget decreased from \$1.8 million in 2018 to \$1.37 million in 2021. Programme funds increased significantly, especially in 2020 when they rose by 60 percent in comparison with 2018. This had a consequence in terms of the efficiency ratio, which can be found to drop from 0.32 to 0.11 over the same period, which coincides with two circumstances: the United Nations delinking process (and the absence of two key positions in the joint offices); and an increase in resource mobilization during 2020 and 2021.

To fully understand and analyse these numbers, it is important to compare the 2018-2021 situation with that of the 2012-2017 period. In terms of the support budget, apart from in 2016, a continuous decline can be seen from 2015 to 2021. The ratio between the two variables (support budget / programme funds) was always above 0.3 during the previous period, with a significant drop in the current period. Table 5 shows the funds contributed by each agency to the joint office budget during the period (both programmatic and support funds).

Table 5 Cabo Verde joint office funds 2018-2021

Joint office funds				
	UNDP	UNICEF	UNFPA	TOTAL
2018	4,743,983	1,916,225	864,280	7,524,488
2019	5,239,290	1,673,865	851,522	7,764,677
2020	8,318,372	2,228,635	1,203,768	11,750,775
2021	9,566,848	2,810,142	1,001,060	13,378,050
Total	27,868,493	8,628,867	3,920,630	40,417,990

Data Source: Data from the Cabo Verde Joint Office as of 10 November 2021

<sup>59</sup> This is an estimation based on financial performance data as of November 10, 2021.

### CCP 2018 – 2022 financial performance and resource mobilization

This section analyses the CCP financial performance. It should be noted that 2018 was a year of transition for the CCP, in which projects and initiatives of the previous CCP were finalized. These projects were not considered in the analysis of the 2018-2022 CCP, as they were in their last year of completion. The detailed list of projects of the former CCP implemented in 2018 can be found in Annex 5, and the complete financial assessment can be found in Annex 13.

**Finding 20:** *Over the 2018-2022 programme cycle, the joint office managed to mobilize 90 percent (\$35.80 million) of the CCP total planned financial resources (\$39.59 million). The joint office depends on few donors and has not received any government cost sharing, with bilateral and multilateral funds representing approximately 52.65 percent (\$15.50 million) of programme expenditure. Funds from the European Union (29 percent) and the Government of Luxembourg (23 percent) represent more than half of the total delivery of the joint office. This represents a risk and suggests limited capacity to mobilize resources outside of traditional partners.*

During the current programme cycle (2018-2022), the Cabo Verde budget for the five CCP 2018 – 2022 outcomes amounted to \$35.8 million, and programme expenditure \$29.45 million, reaching an 82 percent execution rate (see table 6). Programme expenditure in 2021 relate to delivery as of 15 November, which lowers the execution rate since many funds were disbursed at the end of the year. The execution rate for the 2018-2020 period was 88 percent.

**Table 6 Programme budget, expenditure and execution rate per year (2018-2021)**

Year	2018 <sup>60</sup>	2019	2020	2021	Total
Total budget	\$3,752,031	\$6,907,698	\$10,548,757	\$14,595,008	\$35,803,494
Total expenditure	\$3,077,515	\$6,011,581	\$9,611,638	\$10,747,058	\$29,447,792
Execution rate	82%	87%	91%	74%	82%

Data Source: Data from the Cabo Verde Joint Office as of 15 November 2021. Please find in the annex the list of projects.

Fund allocation and expenditure by agency are illustrated in Table 7, and fund allocation and expenditure by agency and outcome are shown in Table 8.

**Table 7 Programme budget, expenditure and execution rate by agency (2018-2021)**

Agency	Programme budget	Programme expenditure	Execution rate
UNDP	\$28,296,995	\$23,043,490	81%
UNICEF	\$5,411,733	\$4,560,470	84%
UNFPA	\$2,094,766	\$1,843,832	88%
Total	\$35,803,494	\$29,447,792	82%

<sup>60</sup> It should be noted that 2018 was a year of transition in terms of CCPD in which projects and initiatives of the previous CCPD were finalized. The joint office level of project delivery in 2018, adding those interventions, amounted to \$5.72 million. For the analysis of the CCPD 2018-2022 these projects were not considered because they were in their last year of completion. The detailed list of projects of the former CCPD implement in 2018 can be found in the Annex 5.

Data Source: Data from the Cabo Verde Joint Office as of 15 November 2021

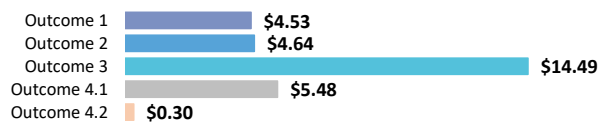
**Table 8 Programme expenditure by agency and outcome (2018-2022)**

Outcome	UNDP	UNFPA	UNICEF	TOTAL
Outcome 1	\$75,072	\$1,399,787	\$3,051,795	\$4,526,654
Outcome 2	\$4,553,781	x	\$90,278	\$4,644,059
Outcome 3	\$13,054,517	\$235,359	\$1,204,572	\$14,494,448
Outcome 4.1	\$5,185,033	\$133,155	\$160,245	\$5,478,433
Outcome 4.2	\$175,088	\$75,531	\$53,580	\$304,199
<b>Grand Total</b>	<b>\$23,043,490</b>	<b>\$1,843,832</b>	<b>\$4,560,470</b>	<b>\$29,447,792</b>

In the current CCP cycle (2018-2022), **Outcome 3** received the highest allocation of funds (\$16.15 million), representing 45 percent of the overall budget, and was the largest outcome in terms of expenditure (\$14.49 million), representing 49 percent of overall joint office expenditure. This is due to two major projects: WACS-CV (\$5.22 million expenditure) and Local Decentralization and Development (\$3.04 million expenditure). **Outcome 3** also had the highest execution rate (90 percent), followed by **Outcome 1** (88 percent).

A comparison of expenditure by outcome shows that the focus was on **Outcome 3**, representing 49 percent (\$14.49 million) of the overall expenditure of the joint office, followed by **Outcome 4.1** with 19 percent (\$5.48 million), **Outcome 2** with 16 percent (\$4.64 million), and **Outcome 1** with 15 percent (\$4.53 million). **Outcome 4.2** was the smallest programme area, representing 1 percent (\$300,000) of programme expenditure (see Figure 15).

**Figure 15 CCP programme expenditure by outcome (2018-2021)**



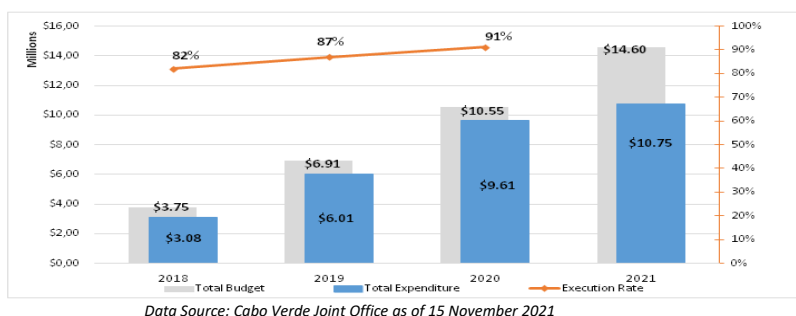
Data Source: Data from the Cabo Verde Joint Office as of 15 November 2021

By 15 November 2021, the joint office had managed to mobilize 90 percent (\$35.80 million) of the total planned CCP financial resources (\$39.59 million) for the whole programme cycle. The joint office resource mobilization target had not been achieved at the time of writing, but was expected to be surpassed in the last year of implementation.

The CCP execution rate remained high since 2018, standing at 91 percent in 2020, in part due to the joint office capacity to reprogramme Annual Work Plan activities to address the COVID-19 pandemic with funds from the three agencies. In this context, the results achieved include the disbursement of WACS-CV project funds to support informal workers and MSMEs through the funding of a Solidarity Income Regime and, under the Pro-PALOP project, budget transparency

strengthened by the MoF, by disclosing all resources and expenditure allocated to mitigate the impact of the pandemic on an online budget transparency portal.<sup>61</sup>

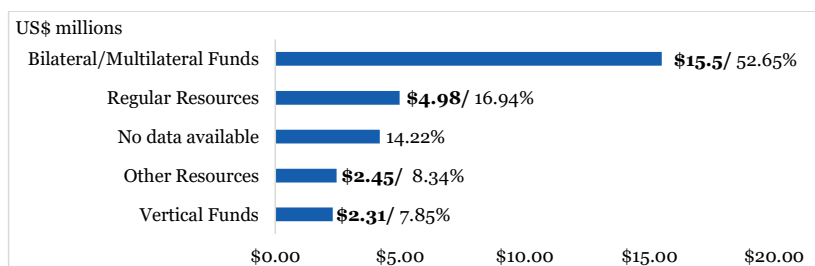
**Figure 16 Joint office programme budget, expenditure and execution rate (2018-2021)**



The Cabo Verde UNDAF 2018-2022 committed to catalyse and leverage public and private resources for the national achievement of the SDGs, strengthening the efforts to finance transformative changes. The joint office Partnerships and Communications Strategy and Action Plan 2019-2021 set out how the Cabo Verde joint office intended to mobilize enough resources for its 2018-2022 programme cycle. During the period evaluated, bilateral and multilateral funds were the most important part of the joint office portfolio at 52.65 percent, which amounted to \$15.5 million, followed by regular resources at \$4.98 million (16.94 percent), other resources with \$2.45 million (8.34 percent) and vertical funds with \$2.31 million (7.85 percent).

In terms of bilateral and multilateral funds, the joint office mainly mobilized funds from the European Union (54.41 percent of bilateral/ multilateral funds) and the Government of Luxembourg (43.49 percent). The UNDP NDC and SDG funds were the least significant of these type of funds at 1.33 percent and 0.77 percent respectively (see Figure 18 and Table 9).<sup>62</sup> In terms of regular resources, joint office projects were funded by core funds from the three agencies.

**Figure 17 Joint office expenditure by fund category and percentage of total expenditure (2018-2021)**



<sup>61</sup> Q3 COVID mini-ROAR Results, 30 September 2020.

<sup>62</sup> UNDP NDC and SDG funds are included under the Third-Party Cost Sharing fund subcategory, which are under the bilateral/ multilateral funds category.

**Table 9 Joint office bilateral and multilateral funds (2018-2021)**

European Union	\$8,435,418	54.41%
Government of Luxembourg	\$6,742,633	43.49%
UNDP Nationally Determined Contributions	\$206,800	1.33%
SDG Funds	\$118,671	0.77%
<b>Total</b>	<b>\$15,503,522</b>	

Source: Data from the Cabo Verde Joint Office as of 15 November 2021

## 2.1. Programmatic cross-cutting issues

### Gender

**Finding 21:** *The joint office response to GEWE principles through the interventions of the CCP was moderate.<sup>63</sup> The CCP supported studies on gender, gender policy and the incorporation of gender dimensions into sectoral plans. Overall, the CCP made important contributions to address the differential needs of men, women and vulnerable people and focused on the equitable distribution of benefits, resources, status and rights, but did not yet address the root causes of inequalities and discriminations.*

#### Programmatic issues

Table 10 presents an analysis of gender effectiveness by outcome, from gender negative to gender transformative.<sup>64</sup> Overall, the CCP was found to include a mix of gender-targeted (outcomes 2 and 3) and gender responsive (outcomes 1 and 4) initiatives.

**Table 10 CCP gender marker analysis**

Result level	Gender Marker	Rationale
Outcome 1: Sustainable development of human capital	Gender responsive	The programme clearly helped to target health services for youth with respect to the specific needs of young women and women in general. In the area of education, although girls perform better in Cabo Verde, the joint office supported a study carried out by the University of Cabo Verde in 2019, and found that girls are the most common victims of violence at school. Furthermore, a 2021 study on

<sup>63</sup> United Nations Cabo Verde Joint Office Gender Strategy, 2020-2022.

<sup>64</sup> **Gender Transformative:** Result contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations;

**Gender Responsive:** Result addressed the differential needs of men, women or marginalized populations and focused on the equitable distribution of benefits, resources, status, rights, etc. but did not address root causes of inequalities;

**Gender Targeted:** Result focused on the number of women, men, or marginalized populations that were targeted (e.g. 50/50 representation);

**Gender Blind:** Result gave no attention to gender and failed to acknowledge the different needs of men, women, girls and boys and other marginalized populations; and

**Gender negative:** Result had a negative outcome that aggravated or reinforced gender inequalities and limiting norms.

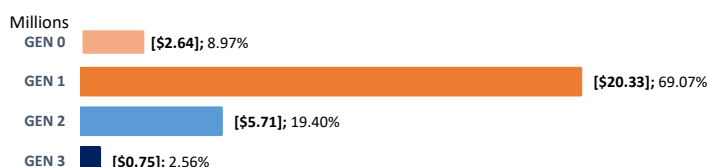
		<p>the effects of COVID-19 in education found that girls participated less in the educational activities held during school closures, and had less access to digital learning. These are concerns which are being watched by the joint office.</p> <p>As for sexual and reproductive education, this area has advanced less under the CCP, given that it is a new thematic module and has entered the curriculum as a civic education type class which has not yet been fully implemented.</p> <p>In the area of child protection, special guidance was given to protect the girls who are historically more prone to sexual abuse.</p> <p>Important support was provided to the IGE to produce studies and provide trainings useful for public policy in the country.</p>
Outcome 2: Sustainable natural resource management	Gender targeted	<p>UNDP has included gender aspects, such as ensuring the inclusion of Gender and Energy and Gender Strategy for Water and Sanitation into the 2020 Cabo Verde NDC update, Gender Strategy and Action plan for DRR, developed in 2019, and Gender Strategy related to climate change questions (climate promise project, 2020).</p>
Outcome 3: Economic transformation and sustainable and inclusive growth	Gender targeted	<p>There was training directed to the national employment institutions to mainstream gender in their policies.</p> <p>Young women benefited from the start-up contests in the country, more than young boys, with special funding for their enterprise.</p> <p>There is no data on the proportion of young men and women who have taken up professional training courses.</p>
Outcomes 4.1 and 4.2: Governance, public policies, partnerships and justice	Gender responsive	<p>The country made history with the approval of the Parity Law (nº 68/IX/2019) in 2019. The application of this law has completely changed the scenario for women's representation in Parliament and local government.</p> <p>In times of COVID-19, a relatively low level of GBV was observed during the lockdown (an 8 percent increase against around 30 percent before the COVID-19 pandemic according to key informants). The prevention campaigns realized with joint office support contributed to this scenario.</p>

The joint office took formal measures to apply GEWE principles to programme implementation, as can be seen in the creation of the Gender Strategy and a desk review of key joint office policy documents in different areas (health, child protection, environment, political participation, local development and youth training). In addition, specific and relevant support has been given to the IGE, which was created with the support of the joint office and still exists in large part due to its continuing support.

Although the joint office has responded to the institutional mandate to incorporate GEWE into its programmes and support GEWE-based policy, there is not enough indication of transformative and empowerment results for women. It is important to mention that results at the higher outcome-level build on basic educational, health and political types of advancements for women, rooted in changes to legislation and participation. There is clear support from the joint office to diffuse and promote GEWE principles with concrete output-level results (activities, policies, strategies) as outlined in the specific outcome results analyses above, but it is too early to assess their long-term effectiveness.

As indicated by the gender marker (Figure 18), \$20.33 million (69.07 percent) of programme expenditure was assigned to project outputs expected to contribute to gender equality in a limited way (GEN1), \$5.71 million (19.40 percent) to those which had gender equality as a significant objective (GEN2), \$2.64 million (8.97 percent) to those not expected to contribute to gender equality at all (GEN0), and \$750,000 (2.56 percent) to those with gender equality as the main objective (GEN3). Five of the 24 CCP outputs relate to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination. These refer to outcomes which directly deal with the empowerment of women from a health, economic or political perspective.

**Figure 18 Joint office programme expenditure by Gender Marker (2018-2022)**



*Data Source: Data from the Cabo Verde Joint Office as of 15 November 2021*

Local Development Plans supported by the CCP all incorporated gender equality as a priority, and important progress has been made in the number of national and sectorial plans incorporating gender issues. The country is developing specific plans for gender equality and incorporating gender into other plans. The joint office supported IGE to develop a new National Gender Equality Plan and National GBV Plan. The prevention of GBV was considered in the area of water supply, which is especially important for rural areas. In addition, under the Pro PALOP project, MoF developed and applied gender markers for the formulation of the State budget.

### **Operational issues**

With the aim of implementing GEWE in its projects, programmes and office environment, in 2016, the joint office participated in the Gender Equality Seal self-assessment exercise. The joint office did not achieve the Seal, but as a result of the self-assessment it developed the 2020-2022 Gender Strategy for the integration of GEWE at institutional and programme levels. This Gender Strategy is based on the United Nations Guidelines for Inclusive and Equitable Development, aligned with UNDP, UNFPA and UNICEF guidelines, and takes into account Agenda 2030 and the SDGs.<sup>65</sup>

The objectives of the joint office Gender Strategy are to enhance and develop effective approaches to gender equality internally by adopting integral tools to address gender inequalities; and to strengthen technical and financial partnerships with national institutions, the Government, CSOs, other United Nations agencies and international partners for the promotion of gender

<sup>65</sup> United Nations Cabo Verde Joint Office Gender Strategy, 2020-2022

equality. In addition, gender and prevention of sexual exploitation and abuse (PSEA) focal points were established within the joint office.

The joint office also developed a Gender Action Plan 2020-2022, which includes activities to mainstream gender in the internal and external environment and enhance partnerships at national level. The joint office has monitored its gender activities during the CCP cycle using the M&E plan outlined in Table 11 below.

**Table 11 Joint office gender monitoring activities**

Activity	Frequency	Means of Verification
Gender Committee meetings	Quarterly	Meeting minutes
Progress toward Strategy and objectives achievement based on annual plan activities and indicators	Annually	Local gender annual reports
CPD outputs with Gender Marker	Annually	Results-oriented annual report (ROAR)
CPD gender-oriented indicators	Annually	ROAR; UNInfo; Country Office Annual Report; Strategic Monitoring Questions

*Data Source: Cabo Verde Gender Strategy 2020-2022*

In March 2020, the joint office established a gender committee to help ensure the implementation of a gender mainstreaming mechanism within the office, based on the Gender Strategy. This committee drafted a workplan, which includes training and publications. Implementation of the Gender Action Plan was dispersed across the workplans of the Portfolios. Furthermore, the United Nations country team created the Gender and Human Rights Working Group (GHRWG), coordinated by the joint office, into which the activities and plans of the gender committee were subsumed.

The joint office participated in the GHRWG to provide guidance on the promotion of human rights and gender mainstreaming for the achievement of UNSDCF strategic objectives. UN Women acted as the GHRWG lead throughout UNSDCF 2018-2022, but after the closure of the UN Women programme in Cabo Verde in March 2020 the Working Group became inactive. Various temporary *ad hoc* task forces were created to address priorities for 2020, namely on PSEA and disabilities, but the Resident Coordinator and United Nations country team agreed to identify co-lead agencies and reactivate the working group.

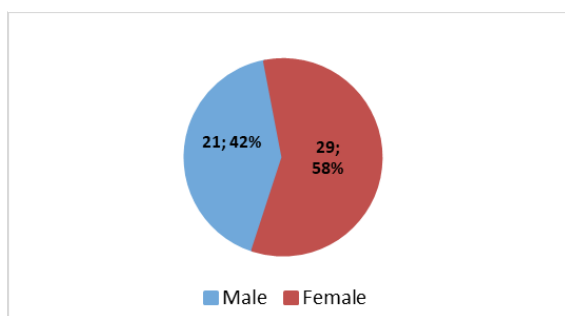
The GHRWG is critical to assist the United Nations response to its system-wide responsibilities on gender and human rights, and needs to be fully operational. There is a PSEA task force within the UNDAF to work with the national counterpart, led by FAO to ensure balance in the distribution of responsibilities within UNDAF. Another task force on the inclusion of people with disabilities is coordinated by the joint office.



At operations level, gender parity was considered in the composition of procurement assessment committees and human resources processes. The joint office integrated gender into the recruitment process (including vacancy announcements, terms of reference, interview questions) to ensure that candidates and newly-recruited personnel have functional gender competencies. In terms of training, at the time of this evaluation 78 percent of staff had completed the course “The Gender Journey: Thinking outside the box”.

In October 2021, the joint office achieved staff gender parity overall, with 58 percent female and 42 percent male staff (see Figure 19). Gender parity by contract type was also achieved, with 57 percent of fixed term appointments and 56 percent of permanent appointments held by women. However, only 33 percent of senior management staff are female, and 67 percent are male.<sup>66</sup> The highest percentage of women is concentrated at intermediate level, with 100 percent of ‘NOC’ level staff female and 71 percent of ‘G6’ level.

**Figure 19 Cabo Verde joint office staff gender distribution**



Data Source: Data from the Cabo Verde Joint Office as of 15 November 2021

### Leave no one behind and the human rights-based approach

**Finding 22:** *The LNOB principle has been integrated into the design of the CCP and was also applied during the COVID-19 response. Four of the five CCP outcomes explicitly consider the most vulnerable groups, especially women, youth and children. People with disabilities were considered among the actions to combat COVID-19, through rights awareness campaigns, but overall, disability issues were not soundly addressed under this CCP.*

<sup>66</sup> Female staff: one P4, three NOB (total four women) = 33 percent; Male staff: one D1, two P5, one P3, one NOB (total eight men) = 67 percent.

The human rights-based approach and the LNOB pledge complement each other in several ways. The specific contribution to human rights has been assessed under Outcome 4, but this section presents those components shared with LNOB.<sup>67</sup>

Beyond analysis of the CCP design, this evaluation considered the contribution of CCP implementation to the LNOB promise. The United Nations Chief Executives Board for Coordination endorsed the principle of LNOB in 2016, setting out the elements of a comprehensive and coherent package of policy and programme support to combat discrimination and inequalities within and among countries. This framework has been used to measure the extent to which the Cabo Verde CCP contributed to meeting the LNOB promise. Table 12 sets out the interventions which were identified to measure integration of the LNOB approach (broad analysis is available in the outcome assessment chapter).

**Table 12 Key CCP interventions to integrate the LNOB approach**

LNOB key interventions	Identified interventions in the CPP
Set up programmes to promote institutions, laws, policies and actions to combat discrimination on the basis of race, sex, language, ethnicity, religion, age, disability, caste, indigenous status, health status, migrant status, minority status or other grounds and to advance equal access to justice.	✓ Outcome 4.2
Provided support for reducing spatial or geographical inequalities between rural and urban areas and/or between industrialized and non-industrialized or remote regions, including by promoting responsible and socially inclusive investments.	✓ Outcome 3
Implemented initiatives that promote gender equality and eliminate all forms of discrimination and violence against women and promote investments to close the gender gap and strengthened support for institutions that promote gender equality and the empowerment of women.	✓ Outcomes 1 and 4.2
Strengthened economic governance, regulation, accountability and the rule of law in the economic sphere.	✓ Outcome 3
Sustained full employment and inclusive economic policies, promoting decent work.	✓ Outcome 3
Supported the elimination of employment discrimination and reinforced labour rights, including decent work, minimum wages (including for migrant workers), freedom of association and collective bargaining and the eradication of forced and child labour.	✓ Outcome 3
Implemented initiatives to combat all forms of age discrimination against older persons in employment and promoted youth employment and socio-economic inclusion of all ages and to address the vulnerability of young people to higher unemployment and lower quality of jobs and to longer and more insecure school-to-work transitions.	✓ Outcome 3
Provided assistance for social protection systems that reduce inequalities through safety nets that maintain the right to an adequate standard of living for all. Ensured support for universal health coverage and universal access to healthcare to prevent catastrophic out-of-pocket expenses that result from health costs that produce poverty and inequality.	✓ Outcomes 1 and 3

<sup>67</sup> LNOB is the central, transformative promise of the 2030 Agenda for Sustainable Development and its SDGs. It represents the unequivocal commitment of all United Nations Member States to eradicate poverty in all its forms, end discrimination and exclusion and reduce the inequalities and vulnerabilities that leave people behind and undermine the potential of individuals and of humanity as a whole. See UNSDG (2019) Complementarities between LNOB and human rights-based approaches.

Established programmes for universal access to education, water, sanitation, healthcare and other economic and social rights to promote greater equality in opportunities and outcomes.	✓ Outcomes 1 and 2
Provided assistance in achieving universal access to ICTs and the narrowing of the digital divide.	Not identified
Set up programmes to support redistributive fiscal policy and progressive taxation in order to reverse extreme concentrations of wealth and progressively achieve greater equality.	Not identified
Provided assistance for tackling illicit outflows and tax evasion.	Not identified
Strengthened the protection of freedom of expression, association and assembly, insulate democratic institutions and processes from elite political capture, ensured equal political participation for all women and men and to promote public access to information.	✓ Outcome 4.1
Created programmes to reinforce private sector accountability, including by implementing the <i>Guiding Principles on Business and Human Rights</i> , ensuring the effective regulation of businesses by governments, conducting social, environmental and human rights impact assessments and implementing due diligence safeguards to prevent negative impacts.	✓ Outcome 4.1.
Supported measures to protect vulnerable, marginalized and excluded communities in prevention and mitigation of the impacts of and building resilience to, climate, natural disasters, desertification, land degradation and humanitarian crises.	✓ Outcome 2

Source: Own elaboration

A key differential value of United Nations work is to support the availability of data and evidence so that public policies and programmes do not leave anyone behind. Under the leadership of the Resident Coordinator's Office, a national LNOB partnership was formed.<sup>68</sup> An important milestone was the presentation of the results of a study on LNOB carried out by the United Nations in the country.<sup>69</sup> All CCP portfolio managers were invited to comment on the report in its various areas, especially in human rights and gender.

The CCP provided a very significant contribution through its support to INE. All surveys produced by INE disaggregate data by sex. Every two years, INE produces a publication on women and men in Cabo Verde in partnership with IGE, and strongly supported by the CCP. INE has a common platform with IGE, which is a gender observatory where data on women is published, and in 2018, INE conducted a survey on SRH and human rights. The CCP also helped INE to conduct the national census, building bridges with new partners to mobilize resources, and provided technical assistance to help conclude the data collection. In addition, Cabo Verde is leading the production of a Governance Statistics Handbook, which other countries should follow. INE is working to develop capacity in data production in other sectoral organizations, but this is work in progress, and a possible future collaboration agenda between INE and the joint office.

The joint office support INE to produce the country's Voluntary National Review report, after Cabo Verde had already presented two reports to the HLPF. The CCP produced articles, and supported various capacity-building and networking opportunities for INE experts, in the areas of governance, poverty, social statistics and gender.

Cabo Verdean experts attended an international training in Senegal on the demographic dividend. UNFPA has been supporting South-South cooperation between Cabo Verde and other countries in

<sup>68</sup> The partnership included the Ministry of the Family, Inclusion and Social Development, MoF, IGE, INE, National Commission for Human Rights and Citizenship, University of Cabo Verde Research and Training Centre for Gender and the Family, NGO Platform and GHRWG.

<sup>69</sup> Government of Cabo Verde and United Nations (2021). *Avaliação Não Deixar Ninguém para Trás em Cabo Verde*.

the region and beyond, and there has been active cooperation with Angola, Djibouti, Senegal and South Africa and Brazil. For example, with Senegal, there was an exchange on economic statistics and a loan of technical equipment, and Brazil provided Cabo Verde with electronic devices for data collection.

### COVID-19 response

**Finding 23.** *The joint office was effective in adapting to the COVID-19 context and supporting the Government to implement initiatives particularly relevant for fighting the COVID-19 pandemic, sustaining livelihoods, ensuring the continuity of basic health and educational services, and providing financial assistance to the most vulnerable. There is less evidence of clear strategies to adapt to the post COVID-19 country context, as the crisis is still ongoing and there are operational challenges within the office.*

According to the COVID-19 Bulletin published by the United Nations office in Cabo Verde in December 2020, the United Nations agencies, funds and programmes reprogrammed \$8 million and raised an additional \$3 million to assist with the COVID-19 crisis. Table 13 shows the key actions and results supported by the joint office during COVID-19, especially during 2020 (see section 2.5 for related financial data).

**Table 13 Joint office support during the COVID-19 pandemic**

Agency	Support given
UNDP	Provision of cash transfers for 1,000 families for three months
	Provision of transfers to 30,000 workers from the informal sector following exceptional help decided by the Government to compensate for income loss due to the State of Emergency
	Delivery of an essential basket of goods to 1,500 families for four months
	Income payment for caregivers for four months, to take care of elderly and isolated people in their own homes, who don't benefit from support from their city, community, or families
	Provision of hot meals and basic food baskets to 30,000 students (22,500 most vulnerable families, 14,467 girls and 15,533 through the School Canteens Programme)
	Preparation of day-care centres and care centres for the elderly with a view to reopening (cleaning, hygiene, measures, equipment)
	Support to job creation with \$700,000 through the Decentralization Fund (4,470,000) and other core funds mobilized at a global level (\$230,000), to help face the socioeconomic impact of this crisis and prepare for recovery in all islands
	Support to the development of the <i>Comvida</i> Platform and mobile app and COVID-19 website (UNDP Accelerator Lab), the official platform for information and communication, monitoring and

	management of the pandemic
UNICEF	Advocacy and mobilization of funds for the operationalization of the National Education Response Plan for COVID-19 prepared by the Government and with the technical assistance of UNICEF
	Collaboration with the World Education Partnership in the Programme 'Study and Learn at home' launched by the Ministry of Education to respond to the suspension of lessons for 100,000 pre-school, elementary and high school students:
	<ul style="list-style-type: none"> <li>- Production of 620 TV and audio classes from Preschool to high school Education</li> <li>- Reproduction of study sheets to support children in situations of personal and social vulnerability and who do not have access to tele and audio classes in some locations</li> <li>- Translation into Braille and other adaptations for children with Special Educational Needs</li> </ul>
	Reinforcement of hygiene in kindergartens and day-care centres, distributing 100 hygiene kits (hand washing, cleaning materials) establishments, serving 3,547 pupils of which 1,831 are girls and dissemination of a guide for the organization and sanitation at education facilities
UNFPA and UNICEF	Support to the preparation and implementation of the Risk Communication and Community Plan designed by MoH aimed at different target audiences, for the adoption of behaviours and ownership of preventive measures for COVID-19 defined by the Government
	Support to the Plan for the Prevention and Response to COVID-19 and in the Knowledge, Attitudes and Practices study on COVID-19 (online)
	Support to INSP and VERDEFAM in the technical reinforcement and installation of a team of social mobilisers to integrate the Civil Protection and Health Response Team, initially on the Boa Vista Island and gradually in the other municipalities with confirmed cases of COVID-19
	Training to around 150 social mobilisers from the Platform of NGOs, VERDEFAM, Red Cross and several community associations of young volunteers in Risk Communication and Community Engagement of the 22 municipalities of the country
	Support to the MSSS Office of Pharmaceutical Affairs with \$50,620 for EPI and tests and with \$146,863 for the procurement of personal protective equipment and diagnostic products through their International Procurement Centres, and to maintain the supply and demand of essential SRH services (prenatal care, institutional deliveries and neonatal health) and immunization activities
	<p>Support to the MSSS, the NGO VERDEFAM and the Network of Women Living with HIV/AIDS in their efforts to maintain the supply and demand of essential SRH services (prenatal care, institutional deliveries and neonatal health) and immunization activities, with the following results:</p> <ul style="list-style-type: none"> <li>i) 100 percent of vaccination providers in all municipalities were technically trained</li> <li>ii) Vaccines and SRH products purchased and made available to health services at national level</li> <li>iii) Equipment (ventilators and monitors) for neonatal services</li> <li>iv) Health care for adolescents/youth and people living with HIV/AIDS guaranteed at community level</li> </ul>

Source: Covid-19 and the United Nations Response in Cabo Verde, United Nations Bulletin, Special Edition, June 2020.

Stakeholders interviewed assessed the contribution of the United Nations during COVID-19 as extremely valuable and important to help monitor the evolution of the pandemic, ensure the supply of health stocks, communicate with the population, provide income support to the families

with greatest need, and help to maintain health and educational services adapted to the new context.

The United Nations joined forces with the European Union, the World Bank and the African Development bank for a detailed assessment of the socioeconomic impact of COVID-19 and the post-crisis context, with the support of Luxembourg, Portugal and Spain.<sup>70</sup> This study identified the need for an additional 30 million Euro investment to continue to support the health sector to contain the pandemic and cover the acquisition of drugs, human resources and protective equipment, among other measures. It also noted that the 8,000 families supported during the pandemic represent less than half of those listed in the Single Social Register of the country, and envisioned the need to support informal workers for a longer period, considering the economic impact on households. Finally, it argued the need to invest in both contributory and non-contributory social protection systems.

Cabo Verde has structural challenges, being a SIDS with limited resilience to various crises. The evaluation reinforces the importance of investing in the diversification of the economy for the long term, and further working to develop the blue, green and digital economies, as well as the tourism sector. This study and the context show the need for the joint office to engage with the structural issues of the country and identify new ways of supporting its long-term development through resilience and adaptation.

There is clear evidence that the joint office was able to adapt to the period of COVID-19 through actions that were inclusive, integrated and helped to mitigate socioeconomic impact, especially for the most vulnerable, and reduce losses in health and educational services. However, there is less evidence that the joint office has clear strategies to adapt to the post COVID-19 country context, as the crisis is still ongoing and there are operational challenges within the office.

In terms of GBV, with the support of UNFPA and UNDP, IGE produced and launched the campaign “*Bu ka sta bo so!*” (You are not alone), shown on television. Another international campaign, the ‘Mask 19’ programme, was adapted to the national context, to encourage women to seek help in situations of emergency and abuse in local trusted pharmacies.<sup>71</sup>

### **Alignment of the CCP with national development priorities**

**Finding 24:** *The CCP is aligned with the priorities and policies of the country, and of participating agencies, and addresses the needs of the most vulnerable. More alignment is needed to connect high-level policies in the post-pandemic context, taking into account the new national development framework, in areas such as economic diversification, the fight against poverty, transition to a blue economy or digitalization.*

In 2017, prior to the development of the CCP and UNDAF, a CCA was carried out for the United Nations system. It identified persistent inter-island disparities, despite the overall decline in the

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<sup>70</sup> Government of Cabo Verde, United Nations (2020) Socioeconomic Impact Assessment COVID 19 PCNA + Phase 1.

<sup>71</sup> UNFPA et al. (2021) Violência Baseada no Género em África durante a Pandemia da COVID-19.

national poverty rate to 35 percent. It addressed the population pyramid with a youth bulge, where the 15-to-64 age group was projected to account for 66 percent of the total by 2017. It also discussed the vulnerabilities of the islands to the effects of climate change, and from a fiscal perspective (government debt was expected to reach 130 percent of GDP by the end of 2017). It explored the efforts of the country to consolidate its democracy and increase regionalization to foster transparency, accountability and participation. The problem of increasing violence was mapped, alongside the need to foster full employment and decent work. In this sense, the need to foster economic growth through tourism and areas such as the blue economy, agribusiness, renewable energy, culture and creative industries and information and communication technologies, while strengthening trade, industry, innovation, vocational training and entrepreneurship, was discussed.

The CCP addressed most of these challenges, through: support to education and health across the islands as means to help reduce inequality; studies on the demographic dividend of the country to help foster public policy; support to the regionalization process; strengthening the justice system; and building resilience to climate change. The CCP emphasized helping the country to mobilize resources, given the decreasing availability of funding with its transition to MIC status.

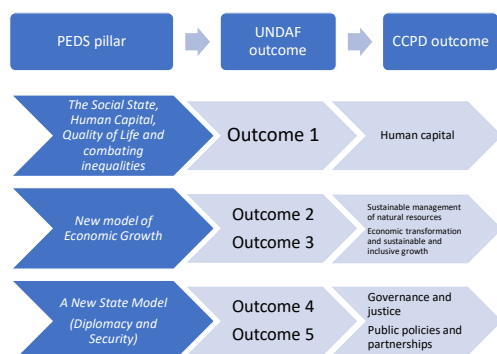
The CCP has a strong focus on youth, women and children, which is aligned to and compatible with the demographic profile of the country and the United Nations LNOB strategy. The LNOB principle was considered and applied through the following measures: 1) support for the production of disaggregated data; 2) support for the education policy for children with special needs; 3) communication campaigns for different target groups in the area of health (women, youth, elderly, key populations for HIV); 4) support to young perpetrators in vocational training for social reinsertion; and 5) support for the Single Register for social protection where the most vulnerable could be identified. In addition, in 2021 the Government of Cabo Verde promoted an LNOB assessment in the country with the support of the Regional Coordinator's Office, presented at the August 2021 HLPF in New York.

The CCP is aligned with the government priorities expressed in PEDS 2017-2021, the main national strategic planning instrument in Cabo Verde. PEDS is aligned with the SDGs, the Samoa Pathway for the development of SIDS, and the African Union Agenda 2063 'The Africa We Want'. It acknowledges the challenges associated with the current account deficit and debt burden, environmental vulnerabilities compounded by climate change and internal disparities in development and wellbeing. Identifying the country's geopolitical location, tourism and human resources as the drivers of development, PEDS consists of several programmes along four structural objectives and three transversal pillars to achieve sustainable economic growth, ensure social inclusion and the reduction of social and regional inequalities and asymmetries. The total estimated budget for the execution of PEDS is \$3.6 billion.<sup>72</sup>

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<sup>72</sup> ECV 295.5 billion at the average 2014 exchange rate of 83.035 ECV/US\$ drawn from the International Monetary Fund, 2021.

Figure 20 Linkages between PEDS, UNDAF and CCP



1.

Note: During finalization of the CCP, Outcome 5 was merged into Outcome 4. Therefore, Outcome 4 corresponds to CCPD Outcome 4.1 and Outcome 5 corresponds to CCPD outcome 4.2.

### Sustainability of CCP interventions

**Finding 25:** *Joint office support has been essential for the institutional development of Cabo Verde. The sustainability of joint office interventions depends to a large extent on the continuity of joint office and international partner involvement in the country. The national public investment margin for new interventions is low, and highly dependent on foreign funds.*

The main mechanisms for the future sustainability of interventions have been capacity-building at institutional and community levels, and political advocacy, such as that leading to the Parity Law to promote women's political participation.

Government organizations execute practically all joint office implemented projects in Cabo Verde according to national priorities, and the Government incorporates project results into its policy and legal instruments. For instance, the new Building Code approved in 2020 was a direct result of the work with DNICE and, when implemented, will be a vital component of the country's NDC towards the Paris Agreement.

The joint office supported all 22 local governments in Cabo Verde to develop and adopt PEDMs, linked to the SDGs and based on proper analysis of challenges in the local government's area of responsibility, including essential citizen services, infrastructure, water, sanitation and solid waste management. However, the implementation and enforcement of legal instruments produced by joint office supported projects is only considered to be moderately likely. Most PEDM actions require further international and national support, as municipal budgets are barely sufficient to maintain essential services. Other national legal instruments risk partial or no implementation unless the joint office supports national and local governments to develop functional mechanisms for implementation and financing. For instance, national policy documents such as the National Disaster Risk Reduction Strategy or the Strategy for the Sustainable Financing of Protected Areas,



which were developed with the support of joint office projects, were not implemented precisely because of the lack of implementation mechanisms and unrealistic financial assumptions.

Improvements in fiscal policy and the tax base have resulted in increased government revenue. However, Cabo Verde's strategic investments will continue to depend on international cooperation and ventures for the foreseeable future, especially considering increases in the debt-to-GDP ratio, compounded by the economic costs of the COVID-19 pandemic. Official development assistance is guaranteed for some essential strategic goals, especially regarding managing biodiversity and natural resources, water and renewable energy.

Environmental governance, including soil, water, biodiversity, agriculture and fisheries, is the linchpin of the Government's overarching goal to establish Cabo Verde as a sustainable economic hub in the mid-Atlantic. For instance, the required increase in the volume and scope of tourism revenue will be linked to the national system of protected areas, which now covers some of the main national tourist attractions, and offer opportunities for communities and local businesses to tap into tourism flows, currently dominated by large foreign corporations.

Increasing numbers of tourists and urban population growth will also impose greater demands on the country's fragile freshwater supply and energy capacity. The new Cabo Verdean economy needs to decouple the water supply from groundwater reserves and advance electrification and the share of renewables. United Nations (non joint office) supported projects have produced regulatory instruments and innovations that will play a decisive role in catalysing government agencies to promote investments in renewable energy at scale, sustainably increase water supply and improve water governance. Private investments resulting in regulatory reforms will guarantee the doubling of installed renewable capacity to 70 megawatts (MW) in the bigger islands (Santiago, Sao Vicente, Sal and Boavista) by 2025, while international cooperation, mainly through bilateral actors and international financial institutions, will ensure renewable energy and water solutions for the smaller islands.

While most of these developments are outside of the CCP framework, the joint office has also made significant contributions. UNDP and UNIDO support has enabled the National Energy Directorate to directly access and execute funds from the NAMA Facility to promote sustainable mobility in Cabo Verde. The United Nations country team will further support strategic innovations in sustainable mobility through the UNIDO implementation of GEF funds.

The joint office will continue to play an essential role in Cabo Verde's sustainable development agenda, and has secured \$7.3 million of GEF Trust Fund grants to improve the country's governance of biodiversity and natural resources through UNDP. The current BioTUR project is expected to add a proposal to enable regulated tourism and other economic activities within protected areas. This is necessary not just for the financial sustainability and conservation goals of protected areas, but to promote local tourism development and, in marine protected areas, the valuation and diversification of local ocean economies.

INFF is supporting the creation of an enabling framework and financing solutions for key transformations in Cabo Verde's sustainable finance, to bridge financing gaps that slow down the implementation of SDGs, national plans and local strategies. It is expected to contribute to

accelerated momentum for the SDGs, PEDS and Ambition 2030, at the heart of a holistic reform process involving all relevant local, national and international actors. This is expected to optimize existing public and private finance flows, mobilize new sources of finance and channel them towards the sectors, areas and populations that need them most.

Finally, the joint office is dependent on few donors. As evidenced in the efficiency analysis, the most significant donors for the joint office programme for the current CCP cycle have been the European Union (29 percent), the Government of Luxembourg (23 percent), and the GEF Trust Fund (8 percent).

Approximately 80 percent of the State budget is dedicated to the payment of civil servants and only 20 percent for other investments such as equipment and training. Key stakeholders acknowledged that joint office support is essential for the institutional development of Cabo Verde. This means that the sustainability of joint office interventions depends to a great extent on the ability of the joint office to secure the continued involvement of international partners

## Chapter 3. Conclusions, recommendations and management response

This chapter presents the evaluation conclusions on the common country programme and the joint office performance and contributions to development results in Cabo Verde, as well as recommendations and the management response.

### 3.1. Conclusions

#### Relevance

**Conclusion 1: The UNDP, UNFPA and UNICEF CCP has proven relevant for the development of Cabo Verde, in alignment with Agenda 2030, the SDGs and national priorities.<sup>73</sup>**

With its graduation to MIC status in 2008, Cabo Verde faced reduced access to international development financing, which it needs to deal with the impacts of climate change. The CCP supported the Government to understand the financial landscape and frame options to access resources to achieve the SDGs. Unlike other countries, where international agencies focus on governance and corruption issues, Cabo Verde enjoys stability, discipline and leadership but faces fiscal challenges and vulnerabilities, leading the CCP to focus more on fiscal opportunities and strategic guidance.

This evaluation shows a good balance between national priority areas and UNDP, UNFPA and UNICEF global strategies, reinforced through the CCPD 2018-2022, and aligning CCP development efforts with international standards on human rights and gender equality. However, disability issues were not addressed under this CCP. At least one output of each programme component concentrates on capacity-building to enable the better delivery of CCP results, relevant for a MIC, and in line with the strategic plans of the three agencies.

**Conclusion 2: The CCP was effective in adapting to the pandemic context and providing the country with timely and crucial support during COVID-19. It supported the livelihoods of the most vulnerable via cash transfers with European Union funding, and the maintenance of basic educational and health services. It also provided key assistance through the acquisition and distribution of COVID-19 vaccines. There is less evidence that the CCP has clear strategies to adapt to the post COVID-19 country context, however.<sup>74</sup>**

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<sup>73</sup> Related to EQ1 linked to finding 24, and EQ3 linked to finding 21.

<sup>74</sup> Related to EQ2 linked to finding 23.

A national response and recovery plan for the COVID-19 crisis was developed through the Response and Recovery Coordination Platform, led by the Government and the United Nations. The European Union funded WACS-CV project was reprogrammed as a cash-transfer project to address the emerging needs of the country during COVID-19 measures. Resources were directed to support informal workers and MSMEs through the funding of a Solidarity Income scheme. The CCP supported the Government with the normal functioning of institutions, through the regional Pro-PALOP project and Accelerator Labs, which implemented various relevant initiatives in response to the COVID-19 pandemic. These initiatives demonstrate the improved capacity of the Government to jointly work with the United Nations and other actors in the country.

### Effectiveness

*The CCP made moderately satisfactory progress towards most of its output targets and produced positive results of varied scope, scale and strategic importance. The three agencies delivered effective contributions to the CCP outcomes in alignment with national priorities. The joint office has proven to be a crucial partner of the Government.*

**Conclusion 3:** In the area of sustainable development of human capital, the CCP substantially contributed to the promotion of education through the design of new policies for preschool and special education, child protection and increased access to immunization and SRH services. However, more efforts will be needed for the effective promotion of quality education, the integration of health data, and the full implementation of youth friendly health services, given the high pregnancy rates and growing HIV infections among girls.<sup>75</sup>

In the areas of health, education and child protection, the CCP **partially contributed** to:<sup>76</sup>

- i. Enhancing the policy framework and capacity for early childhood and special education;
- ii. Delivering health services with a focus on maternal, perinatal and child health, extending to adolescents and youth, including SRH;
- iii. Integrating adolescent health interventions into local health plans ;
- iv. Providing care for children through multiple micronutrient powder;
- v. The existence of a national policy and communication strategy for child protection; and
- vi. Increasing the capacity of the Government to promote educational assessment, with a view to improved quality.

**Challenges** that limited implementation of the CCP included the reprogramming of activities in health and education due to the COVID-19 pandemic, and the lack of high-level integration and coherence across the joint office portfolio to strengthen the implementation of, and fundraising

<sup>75</sup> Related to EQ3, linked to findings 1, 2 and 3.

<sup>76</sup> **Fully contributed:** Inputs mobilized, outputs and intermediate outcomes achieved and some impacts achieved.

**Partially contributed:** Inputs mobilized, most outputs delivered and some intermediate outcomes achieved.

**Not contributed:** Limited input mobilization and outputs achievement and no change to outcome results.

for, health-related activities. Furthermore, targets for the number of health facilities providing integrated adolescent-friendly health services were not achieved.

**Conclusion 4:** CCP achievements in the areas of environment, energy, DRR and climate change are barely linked to the original CCP outcome targets. The results achieved were more aligned to national priorities on the blue economy, energy and climate change mitigation, contributing to the enactment of key energy-efficiency legislation and partially contributing to the increased management effectiveness and sustainable financing of protected areas. The joint office did not exploit synergies across the CCP results implemented by UNDP with the comparative advantages of the other two agencies.<sup>77</sup>

**Challenges** that limited the CCP contribution included the misalignment of CCP targets and projects, the limited capacity of key partners to implement projects, and limited dialogue between sectoral partners, CSOs, local governments and the private sector. Furthermore, there was a lack of staff and high staff turnover at the joint office, compounded by the absence of a permanent representative to engage with sectoral organizations at a strategic level. Some of these persistent barriers (capacity and engagement) have been addressed in the biodiversity governance project portfolio, which will start implementation next year.

**Conclusion 5:** In the area of economic transformation and sustainable and inclusive growth, the CCP made a significant contribution to the design of key high-level policy documents for employment, the production of statistical data, and the design of Local Development Plans. However, limited contributions were identified in the area of social protection, and there was insufficient thematic integration between the youth employment courses offered and the long term strategic development vision for the country.<sup>78</sup>

The CCP **fully contributed** to:

- (i) The design of relevant national policies on employment, youth employment and PEDS;
- (ii) Increased participation of local authorities and actors in the design of local development plans;
- (iii) The creation of local development courses by national actors;
- (iv) Increased networking of youth participating in training opportunities;
- (v) Increased availability of data on finance for youth.

The CCP **partially contributed** to the implementation of the national Census and increased capacity for data collection and analysis in the country, given the number of actors involved in this area.

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<sup>77</sup> Related to EQ3 and linked to findings 4, 5 and 6.

<sup>78</sup> Related to EQ3 and linked to findings 7, 8 and 9.

**No tangible contribution** was made to M&E of the social protection scheme of the country.

**Challenges** that limited the CCP contribution included the economic difficulties caused by the COVID-19 pandemic, difficulties identifying the appropriate balance between the roles of national and local institutions, and failure to build the right linkages and ensure ownership by key government institutions of actions planned within the CCP.

**Conclusion 6: The CCP contributed to a more effective, transparent and participative democratic governance system and public administration. However, important challenges remain related to the sustainability of some results.**

In the area of governance, public policies, partnerships and justice, the CCP **fully contributed** to:

- (i) The reduction of pending trials and improved performance and efficiency of the Cabo Verde justice system;
- (ii) The greater participation of women in institutional politics;
- (iii) Cultural and behavioural change of national stakeholders in budget transparency, economic governance and public finance management;
- (iv) The resolution of pending child rights cases in relation to paternity investigations.

The CCP **partially contributed** to:

- (v) Popular awareness of human rights, GBV and the rights of young people to political participation;
- (vi) The gender-responsiveness of municipalities;
- (vii) National capacity to establish and manage a partnership framework to mobilize the financial and technical resources for national development.<sup>79</sup>

CCP contributions were limited by various **challenges**, including the national capacity gap to achieve an enabling environment for child protection, limited M&E of technological tools provided to public administration, and weak public communication to foster the use of new e-administrative tools. Key needs for the sector include the need for a prevention approach to open the justice system to foster legal information and crime prevention and empower larger CSOs who deal directly with the communities every day, and the need to align national human rights institutions to the Paris Principles.

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<sup>79</sup> Related to the EQ3 and linked to findings: 10, 11, 12, 13, 14 and 15.

**Conclusion 7:** The CCP contributed to gender equity and women's empowerment in the country by addressing the differential needs of women and men and promoting equal rights and benefits for women. However, despite progress in this area, the CCP did not address the root causes of inequalities to achieve gender-transformative results. People with disabilities were considered among the actions to combat COVID-19 through human rights awareness campaigns, but disability issues were not soundly addressed under this CCP.<sup>80</sup>

The CCP made **contributions** to GEWE in the country over this programme cycle, including:

- (i) Support for the provision of youth SRH services (awareness raising, contraceptive methods) with respect to the needs of young women and women in general;
- (ii) Support to the Government for the approval of the Parity Law (nº 68/IX/2019), which enabled the enhancement of women's representation in Parliament and local government;
- (iii) Support to the development of a new National Gender Equality Plan and GBV National Plan;
- (iv) Prevention campaigns during the COVID-19 pandemic, contributing to a lower level of GBV than anticipated; and
- (v) The inclusion of a gender approach in government budgeting.

However, despite the progress made in establishing a legal and political structure for advancing GEWE, the CCP did not address the root causes of inequalities for the achievement of transformative results. The LNOB principle was integrated into the design of the CCP and applied during COVID-19. People with disabilities were considered among the actions to combat COVID-19 through human rights awareness campaigns, but disability issues were not soundly addressed under this CCP.

## Coherence

**Conclusion 8:** The joint office was designed to provide a unified presence and more coherent and integrated programme delivery. However, accountability mechanisms are inadequate, and information asymmetries represent a limitation to strategic decision-making. The lack of a joint monitoring, evaluation and reporting system or financial mechanisms represents a limitation to programmatic and operational coherence.<sup>81</sup>

The joint office modality consists of one organizational structure and a single programme (CCPD), encompassing the activities and mandates of the three participating agencies (UNDP, UNFPA and UNICEF). This is meant to use one set of business processes, rules and regulations under a "support agency" arrangement. UNDP processes, systems and contracting arrangements have been adopted by the joint office.

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<sup>80</sup> Related to EQ3 and linked to findings 21 and 22.

<sup>81</sup> Related to EQ5 and linked to findings 16, 17 and 18.

Three important features of the principal-agency theory fall short in the actual joint office governance model:

- 1 **The lack of a legal or agreement document that lays the foundations for the relationship and operations of the three agencies.** The joint office has operated without a signed MoU to provide participating agencies with a common operating platform in the country. This limits the managerial capacity of the office, since some processes have not been defined and accountabilities are not clearly stated, limiting the potential efficiency gains.
- 2 **Joint office mechanisms for accountability to the principals (agency regional offices and headquarters) are inadequate.** The Cabo Verde joint office lacks a joint monitoring, evaluation and reporting system to effectively monitor and assess UNDP, UNFPA and UNICEF contributions to CCP outcomes and output indicators. The joint office financial information reporting process is relatively complex. Since the creation of the joint office in 2006, there have been no initiatives by the three agencies to create a common platform for planning, monitoring and reporting, although this has been a repeated recommendation in joint office reports. To this situation, already identified in previous CCP evaluations, must be added the lack of joint office representation since the United Nations delinking process. The current situation – lack of legal basis, lack of adequate accountability, lack of long-term leadership – limits the ability of the joint office to advance the mandates of the three agencies.
- 3 **There has been very limited coordination among the regional offices of the three agencies.** They come together for planning and to discuss very specific structural issues (the design of the MoU or terms of reference for the Head of Office), but more generally, the lack of agreement on key governance issues is a challenge for agency coordination and joint office leadership.

In addition, several operational factors constrained the coherence and contribution of the CCP:

- (i) The lack of an MoU impacted the establishment of a commonly agreed and documented joint office governance model;
- (ii) Delays to the start of CCP implementation constrained programme delivery during the first year;
- (iii) The lack of a Joint Deputy Representative for the joint office since August 2018 has negatively impacted programmatic coherence and integration;
- (iv) The expected change management process, leading to organizational restructuring of the joint office, has not effectively taken place, leaving the joint office without clear leadership and creating confusion amongst in-country partners; and
- (v) The United Nations delinking was announced without a clear communication policy to joint office staff and partners.

Despite all of the above, the joint office has been described as a positive development by implementing partners compared to the previous situation, providing a unified presence and more coherent and integrated programme delivery. Furthermore, it is considered by the Government as a hallmark of the country's identity in the international community.

**Commented [HB1]:** Is this a separate point? The start of this section mentioned three factors, and I am struggling to work out what they are it seems that there may be four if leadership is a separate issue (legal basis, accountability and systems, leadership, coordination)

**Commented [MK2R1]:** It's not a separate point - it's part of the second point on accountability systems

**Commented [HB3]:** Some of these are already mentioned above (1 and 3)

**Commented [MK4R3]:** Yes, but I think that's ok as they are part of the same conclusion.



## Efficiency

**Conclusion 9:** The comparative advantage of joint office governance is to offer the country an integrated programme for the three partner agencies, benefitting from economies of scale and the rationalization of operations and representation. However, the joint office in Cabo Verde lacks a joint monitoring, evaluation and reporting system to effectively monitor and assess UNDP, UNFPA and UNICEF contributions to CCP outcomes and outputs indicators.

Over the 2018-2022 programme cycle, the joint office managed to mobilize 90 percent of the total planned financial resources for the programme cycle. The joint office structure has reduced overhead and transaction costs and enabled the pooling of resources.

A change management process in 2018 was intended to accelerate the rationalization and streamlining of operational costs to pursue further efficiencies. The joint office has a new organigram, which has not been fully implemented, and vacant positions in the office impact CCP performance. No change management process was developed after the United Nations delinking process, and there is no joint resident or deputy representative in the office, which puts pressure on the normal functioning of the joint office, with negative impacts on programme integration and the long-term strategy.

Without an M&E and financial information system that is accessible from the regional/ headquarters levels of the three agencies, efficiency gains, planning capacity and accountability are limited. This situation is extremely time-consuming for joint and regional office M&E staff, and creates a higher volume of work for the regional offices (mainly UNICEF and UNFPA) compared to other, larger countries. The absence of an integrated financial management system presents a challenge to the efficient operational planning and financial reporting of the joint office.

The main characteristic of the joint office financing framework is that it is very dependent on a few donors, and has limited contributions from government funding. This represents a risk and suggests limited capacity to mobilize resources outside of traditional partners. The joint office Partnerships and Communications Strategy and Action Plan 2019-2021 has only been partially applied. The most significant donors or partners for the joint office programme in the current CCP cycle have been the European Union, the Government of Luxembourg and the GEF Trust Fund, and these three are allocated to UNDP projects with limited engagement from the UNICEF and UNFPA.

## Sustainability

**Conclusion 10:** CCP support has been essential for the institutional development of Cabo Verde. NIM projects promote national ownership and capacity, but the joint office still lacks an integrated capacity-development strategy to proactively design capacity interventions to ensure sustainability and a higher return on investment, compared to individual agency efforts.<sup>82</sup>

The main CCP intervention model in the country, with a balance between DIM and NIM initiatives, has been identified as one of the main positive aspects for sustainability. It is based on upstream interventions, political advocacy, knowledge transfer and institutional capacity-building.

No national capacity taxonomy has been identified, nor any comprehensive or integrated country capacity-development strategy. The Cabo Verde CCP has room to develop an integrated capacity-development strategy, to proactively design interventions that ensure a higher return on investment, as opposed to focusing on individual training activities that support specific aspects of programme implementation. This would enable agencies to better build on each other's comparative advantages and deliver together.

Cabo Verde has a very active civil society and is known for having thousands of registered CSOs. However, the joint office decided to only channel funds to the Government, who could then fund CSOs they considered relevant for the implementation of programmes. The joint office only included CSOs in the implementation of outputs through sectoral organizations. The evaluation found discontent among various CSOs due to the lack of opportunities to engage more closely with the joint office.

### 3.2. Recommendations and management response

The recommendations presented below are derived from the findings and conclusions of this evaluation. Given the nature of this CCP, the recommendations have been organized addressing the key issues:

- (i) Joint office positioning and governance;
- (ii) Strategic and systematic recommendations;
- (iii) Thematic recommendations by CCP outcome;
- (iv) Resource mobilization; and
- (v) Gender and other cross-cutting issues.

In order to facilitate the use of this evaluation, the target and level of priority over the short, medium and long term are indicated, and recommendations organized from strategic to programmatic. Short-term recommendations are proposed to be implemented in the final phase of the current CCP cycle; medium-term recommendations for the planning and beginning of the next programme cycle; and long-term recommendations are to be carried out during implementation of the next CCP.

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<sup>82</sup> Related to the EQ6 and linked to findings 24 and 25.



## Joint office positioning and governance recommendations

<b>Recommendation 1.</b>
<p><b>Based on:</b> Conclusions 8 and 9</p> <p><b>Priority:</b> Short-term</p> <p><b>Directed to:</b> Regional offices, headquarters of the three agencies and joint office (JRR and JDR)</p>
<p><b>The three agencies should accelerate measures necessary for the definition and implementation of the new CCPD already underway.</b> This includes finalizing the establishment of the joint office governance model, office structure, management and coordination mechanisms, and recruiting key staff.</p> <p>The three agencies should sign an agreement to define their responsibilities by the first quarter of the first year of the new programme. The document will establish a regulatory and governance structure, including a joint country representative that can set the basis for joint office organization and business operations. Clear direction and collective action by the three agencies on the 'jointness' of the organizational structure is required.</p> <p>In addition, a common operational platform should be established, with unified financial data and M&amp;E mechanisms. Effective M&amp;E requires the selection of a single integrated platform for all programmes and operations of all agencies, as part of a wider results-oriented system for the entire CCP, and the use of SMART outcome and output indicators. Financial information should have one common data source to allow for greater coherence and effective reporting which should be accessible by all partner agencies (UNDP, UNFPA, UNICEF) at local, regional and global levels. Joint office change management must be developed by defining and documenting the approach according to the latest organigram of the joint office.</p> <ol style="list-style-type: none"> <li>1. Sign a legal agreement to define the responsibilities, management model and operations of the joint office.</li> <li>2. Establish a regulatory and governance structure, including the recruitment of a joint country representative that can set the basis for joint office organization and business operations.</li> <li>3. Recruit a joint deputy representative to help increase programmatic coherence.</li> <li>4. Establish a common operational platform, with unified financial data and M&amp;E mechanisms. Develop a single integrated platform for all programmes and operations of all participating agencies, as part of a wider results-oriented system for the entire CCP, and use SMART outcome and output indicators.</li> <li>5. Use one common data source on financial information to allow coherence and effective reporting, which should be accessible by all partner agencies at local, regional and global levels.</li> </ol>
<b>Management response: Agree</b>

Key action(s)	Completion date	Responsible unit(s)	Tracking*	
			Comments	Status (Initiated, Completed or No due date)
1.1 In close consultation with the regional offices of the three agencies, the joint office will take all necessary steps and due diligence to ensure the recruitment of the missing key staff as quickly as possible and will contribute wherever possible to the mobilization of Senior Management Staff.	December 2022	Regional offices of UNDP/ UNFPA/ UNICEF  Joint office		Accepted and initiated
1.2 As part of the 2023-2027 CCPD elaboration process, the joint office created a Technical Committee to coordinate the CCPD elaboration process. This Technical Committee is made up of local staff from the programme section and experts from agency regional offices. This Committee meets regularly under the leadership of the Head of Joint Office. This Technical Committee will be supported by an international consultant during the process.	October 2022	Regional offices of UNDP/ UNFPA/ UNICEF  Joint office		Accepted and initiated

1.3 As proposed by the technical mission carried out in November 2021 by senior staff of the regional offices of UNDP, UNFPA and UNICEF, after the approval of CCPD 2023-2027 in January and February 2023 by the respective Executive Boards, the structure of the joint office will be adjusted to better suit the new programme and therefore respond to the challenges posed by the new programme.	March 2023	Regional offices of UNDP/ UNFPA/ UNICEF  Joint office		Accepted and initiated
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## Strategic and systematic recommendations

<b>Recommendation 2.</b>				
<b>Based on:</b> Conclusions 2, 4, 5, 6, 7 and 10 <b>Priority:</b> Short-term <b>Directed to:</b> Joint office management (JRR and JDR)				
<b>The new CCP should strengthen the coherence and potential effectiveness of the programme.</b>  Develop a new theory of change for the CCPD, considering the new national development framework, as well as changes to the context and the knowledge accumulated during the current CCPD 2018-2022. Recruit a joint deputy representative or programme manager to the joint office to increase programmatic coherence. Support the country's positioning at international level in four key areas: the 'Financing for Development in the Era of COVID-19 and Beyond' initiative; SIDS; foreign debt; and human rights. Support Cabo Verde as an active SIDS country, especially among African SIDS.				
<ol style="list-style-type: none"> <li>1. Develop a new ToC for the CCP, which should establish and make more explicit key assumptions and major risks, and include an amplified stakeholder mapping.</li> <li>2. Review change management and the structure of the joint office and define the portfolio approach in use, job descriptions, levels of responsibility and accountability to JRR and regional offices, and coordination mechanisms between the thematic areas.</li> <li>3. Recruit a joint deputy representative to help increase programmatic coherence.</li> <li>4. Support the country's international positioning in four key areas: the 'Financing for Development in the Era of COVID-19 and Beyond' initiative; SIDS; foreign debt; and human rights.</li> <li>5. Support Cabo Verde as an active member of SIDS countries, especially among the group of African countries.</li> </ol>				
<b>Management response:</b> Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
2.1 The CCPD 2023-2027, under elaboration, is being prepared to reflect strong coherence of the programme and its				

potential effectiveness. The CCPD is derived from the UNSDCF and will be fully aligned with national priorities (PEDS II), with the programmes of each of the three agencies and the 2030 and 2063 agendas.	October 2022	Joint office Technical Committee		Accepted and initiated
<b>Recommendation 3.</b>				
<b>Based on:</b> Conclusion 2 <b>Priority:</b> Medium-term <b>Directed to:</b> Joint office management (JRR and JDR)				
<p><b>In the post COVID-19 context, the CCP should help Cabo Verde to strategize on its recovery, seeking out new opportunities for sustainability and capacity-building of senior government and private sector staff.</b></p> <p>It is crucial to sustain engagement in policy dialogue and capacity-building with a view to further strengthen national capacity for policy formulation through the use of evidence for rational decision-making in service delivery planning, and build a more effective management system and talent development for top and middle executive managers at national and especially regional and local levels in both public and private institutions (CSOs, cooperatives, businesses and others). This type of capacity-building is strategic for the country considering its MIC and SIDS status. More alignment is needed to connect high-level policies in the post-pandemic context, taking into account the new national development framework, in areas such as economic diversification, the fight against poverty, the transition to a blue economy or digitalization.</p> <ol style="list-style-type: none"> <li>1. Continue to strengthen national capacity for policy formulation through the use of evidence for rational decision-making in service delivery planning.</li> <li>2. Define joint strategies on integrated capacity development strategies at three levels: individual, organizational and the enabling environment.</li> <li>3. Build a more effective public management system and talent development for top and middle executive managers at national and especially regional and local levels, in both public and private institutions (CSOs, cooperatives, businesses and others).</li> <li>4. Align with high-level policies in the post-pandemic context, taking into account the new national development framework, in areas such as economic diversification, the fight against poverty, the transition to a blue economy or digitalization.</li> </ol>				
Management response: <b>Agree</b>				



Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
3.1 As mentioned in recommendation 2, the CCPD will be fully aligned with national priorities. In this context, the measures announced by the Government of Cabo Verde aiming at social cohesion, the eradication of extreme poverty and the reduction of absolute poverty and disparities, recovering the country's economy in the post-COVID-19 phase will be considered in the programme. Journeys of Strategic Reflection on the country's development process are already underway, with the strong participation of senior staff from the public administration, and the active participation of the private sector and civil society.	October 2022	Joint office		Accepted and initiated

## Thematic recommendations

<b>Recommendation 4.1. Health.</b>				
<p><b>Based on:</b> Conclusion 3</p> <p><b>Priority:</b> Short-term</p> <p><b>Directed to:</b> Health portfolio team and national stakeholders</p>				
<p><b>The CCP should increase support to the health system.</b> This includes the integration of health data across different health centres within the country and increased support to the extension of health benefits to remote islands and for people with disabilities. The CCP should help the country with long-term planning to develop national capacity to provide more complex types of health care assistance. Efforts should also be intensified to decrease teenage pregnancy rates, which remain high in the country, and help to plan education campaigns for improved health habits taking into account the new epidemiological profile of the country. Capacity-building efforts for health professionals should be maintained and intensified and take into account new trends of HIV infection, which especially affect young girls.</p> <ol style="list-style-type: none"> <li>1. Map health information gaps and integrate health data across different health centres.</li> <li>2. Give direct support to MoH to expand the current information technology system and train health agents on its use.</li> <li>3. Increase financial support for the establishment of new health centres in remote islands (to cover immunization, SRH, youth friendly health services, attention to HIV and pregnancy prevention among girls), and strengthen protocols to assist people with disabilities in new health centres and across the country.</li> <li>4. Focus youth-friendly health services on avoiding teenage pregnancy and HIV infection.</li> <li>5. Enlarge the scope of support to health campaigns to consider new and neglected health challenges in the country (obesity, heart problems etc.).</li> </ol>				
Management response: Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
4.1.1 This recommendation will be fully considered during the preparation phase of the CCPD and particularly				

when defining the outputs and indicators of the CCPD. The field of health in general and particularly that of mental health, nutrition and child, adolescent and young people's health, are priority areas for UNFPA and UNICEF and as such cannot be left out.	January and February 2023	Joint office		Accepted and initiated
<b>Recommendation 4.2. Social protection.</b>				
<b>Based on:</b> Conclusion 3 <b>Priority:</b> Short-term <b>Directed to:</b> Inclusive growth portfolio team and national stakeholders				
<p><b>The CCP should increase support to give coherence to the social protection benefits available to the most vulnerable, make them more integrated and improve coverage, especially in rural areas.</b> Support for an enhanced rationale for social protection benefits should help to increase benefits for women who are often overlooked due to their lower participation in the labour market. In addition, the CCP should intensify efforts to build a functional integrated system for monitoring and evaluating the social protection programme, with special provisions for the needs of children.</p> <ol style="list-style-type: none"> <li>1. Review current social protection benefits with the aim of integrating services under a single framework, which considers vulnerabilities over the life cycle, especially taking into account gaps in rural areas and the specific needs of women.</li> <li>2. Design a monitoring and evaluation framework for the social protection programme and train staff on its implementation.</li> <li>3. Promote technical roundtables involving the Government, academia and civil society to discuss the social protection framework and M&amp;E system.</li> </ol>				
Management response: Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed)

				or No due date)
4.2.1 The Government of Cabo Verde has set as a priority for the next five years (until 2026) for the complete eradication of extreme poverty and the substantial reduction of absolute poverty and disparities. These priorities, combined with innovation, digitalization and the energy transition, among other domains, will be duly considered when formulating the outputs and indicators of the CCPD 2023-2027.	January and February 2023	Joint office		Accepted and initiated
<b>Recommendation 4.3. Education.</b>				
<b>Based on:</b> Conclusion 3 <b>Priority:</b> Short-term <b>Directed to:</b> Education portfolio team and national stakeholders				
<p><b>The CCP should increase support to the education system.</b> The joint office should assist in the implementation of new policies for preschool education, education for children with special needs and child protection, intensify efforts to help increase school enrolment in preschool and basic education, taking into account the need to keep boys in school, support capacity-building for teachers of basic education and foster access to new learning technologies.</p> <ol style="list-style-type: none"> <li>1. Assist the Ministry of Education to plan for implementation of the new policies for preschool education, education for children with special needs and child protection, taking into account the wide dissemination to target groups.</li> <li>2. Plan specific campaigns for families on the importance of keeping both girls and boys in school, helping families to consider the potential long term benefits.</li> <li>3. Explore partnerships with the private sector, international consortia and other academic partners to fund and develop new technologies to enhance learning in basic education.</li> </ol>				
Management response: Agree				
Key action(s)		Responsible unit(s)	Tracking	

	Completion date		Comments	Status (Initiated, Completed or No due date)
4.3.1 This recommendation will be fully absorbed during the formulation phase of the CCPD 2023-2027 and particularly when defining the outputs and indicators of the CCPD. The field of education, particularly the implementation of new policies for preschool, quality of education, inclusion of children with specific needs are priority areas for UNICEF and UNFPA. Child protection, with a focus on combating sexual abuse and exploitation of children, will also be one of the priorities of the CCPD 2023-2027.	January and February 2023	Joint office		Accepted and initiated

<b>Recommendation 5.</b>				
<p><b>Based on:</b> Conclusion 4</p> <p><b>Priority:</b> Medium-term</p> <p><b>Directed to:</b> The joint office across all outcomes, especially the environment, energy and climate change portfolio, and those strengthening local government and national stakeholders</p>				
<p><b>The CCP should mainstream national and municipal environmental goals across all portfolios/outcomes, exploiting the comparative advantages of the three agencies.</b> In addition, it should align the environment portfolio with the blue economy targets outlined in PEDS and the NDC. This should be aligned with the new GEF-funded portfolio, through the inclusion of local government, civil society, communities and the private sector in biodiversity and natural resource management, to meet tangible conservation goals (effective protection) as well as social and economic goals (sustainable resource use).</p> <p>The CCP should better direct the GEF SGP to complement funding from other minor donors (international NGOs) and multilateral and bilateral actors. This will enable the limitations posed by the rigidity of the GEF SPG rules to be overcome, thus allowing recipients to take full advantage of the flexibility of external funding.</p> <ol style="list-style-type: none"> <li>1. Under the new GEF-funded project portfolio, engage with local authorities to improve municipal environmental services (waste management, sanitation) and raise awareness and participation in biodiversity management, including protected area management.</li> <li>2. Engage with the private sector to raise awareness on the socioeconomic benefits and business opportunities of conservation, for example through activities linked to sustainable tourism.</li> <li>3. Engage with environmental and social NGOs to ensure the complementarity of GEF SPG grants with the joint office regular programme, and activities funded by other donors.</li> </ol>				
Management response: <b>Agree</b>				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
5.1 Environment issues will continue to be a priority area in the 2023 - 2027 programme, with the emphasis on climate change, biodiversity				

preservation and the reduction of natural disaster risks. However, considering the limitation of financial resources, interventions will be concentrated at the central level, through government structures, which in turn will make the necessary articulation with the municipalities.	October 2022	Joint office		Accepted and initiated
<b>Recommendation 6.</b>				
<b>Based on:</b> Conclusion 5 <b>Priority:</b> Medium-term <b>Directed to:</b> Inclusive growth portfolio team, INE and national stakeholders				
<p><b>The CCP should increase support to foster economic transformation and sustainable and inclusive growth.</b> The joint office should progressively consolidate the current trend of bolstering its work and presence at the local level, as more experience is gained. The CCP should further invest in technical support for the production and use of data by sectoral ministries. It should follow-up on implementation of Local Development Plans, helping municipalities to identify alternative funding sources. The CCP should ensure clarity and buy-in from different partners in terms of the division of responsibilities for institutions at national and local levels, and strengthen dialogue with CSOs.</p> <ol style="list-style-type: none"> <li>1. Review the work strategy with INE to include capacity-building for sectoral ministries on the production and use of data.</li> <li>2. Map the implementation status of Local Development Plans, to identify challenges and possible areas of support, which should include capacity-building for fundraising.</li> <li>3. Review the implementation strategy for youth employment projects with the Institute of Employment and Vocational training and the National Directorate of Employment, Internships and Vocational Training.</li> </ol>				
Management response: Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed)

				or No due date)
6.1 Sustainable and inclusive economic growth is a priority for the Government of Cabo Verde and as such the joint office fully absorbs this recommendation, considering this area as a priority of CCPD 2023-2027. However, its full implementation will require substantial financial resources. Thus, the joint office will need to define effective strategies for resource mobilization, with strong support of the focal points in charge partnership and resource mobilization of UNDP, UNFPA and UNICEF regional offices and headquarters.	October 2022	Joint office		Accepted and initiated



### *Recommendation 7.*

**Based on:** Conclusion 6

**Priority:** Medium-term

**Directed to:** Joint office (Democratic Governance portfolio, Accelerator Lab team, Strategic Policy Unit, Pro-PALOP project team) and national stakeholders

**The CCP should continue to support democratic governance, the rule of law and human rights to increase the programme contribution and the sustainability of results.** The CCP should support the development of the human rights institutional framework to guarantee its independence according to the Paris Principles. Support should be given to the justice sector on the demand side through a preventive approach with increased communication campaigns and the reinforcement of mechanisms for communication between the justice system and the population (e.g. via the existing website and interactive system).

The CCP should continue to support regional and local planning for the SDGs, economic governance and public finance management, with proven contributions so far which must be reinforced in the next programme cycle. The three agencies should develop programmes to support innovative solutions to accelerate achievement of the SDGs relevant to the gaps and priorities of the country, including innovative and sustainable financing, for the next programme cycle.

1. Support the development of the human rights institutional framework to guarantee independence according to the Paris Principles.
2. Support the justice sector on the demand side through a preventive approach with increased communication campaigns and the reinforcement of mechanisms for communication between the justice system and the population (e.g. via the existing website and interactive system). Support the capacity of CSOs working on community-level justice issues and the development of conciliation and mediation services.
3. Explore the potential to support the new National Institute of Legal Medicine and Forensic Sciences of Cabo Verde.
4. Continue to support regional and local planning for the SDGs, economic governance and public finance management, given the proven contributions that must be reinforced in the next programming cycle.
5. Explore the potential to support the country to meet challenges in the field of digital identification and cybersecurity.
6. Strengthen M&E of the use and maintenance of technology tools provided to public administrations and improve public communication to foster the use of new administrative e-tools.
7. Strengthen Accelerator Lab interventions that began in this CCP and are demonstrably appropriate to the country's development context. Develop more integrated and agile work across the different joint office portfolios.
8. The joint office should pursue the development of the INFF in Cabo Verde, as it is positioned to become an integral strategic component for all the United Nations,

including the joint office, resource mobilization and financing activities relative to Ambition 2030, PEDS II, UNSDCF and CCP.				
Management response: Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
7.1 Through the CCPD 2023-2027, the joint office will continue to support the process of consolidating democracy and good governance in Cabo Verde. The areas of promotion of human rights and gender equality will be considered cross cutting and will be reflected in all programme outputs.	October 2022	Joint office		Accepted and initiated

<i>Recommendation 8.</i>				
<p><b>Based on:</b> Conclusion 6</p> <p><b>Priority:</b> Medium-term</p> <p><b>Directed to:</b> Joint office (Democratic Governance portfolio, Accelerator Lab team, Strategic Policy Unit, Pro-PALOP project team) and national stakeholders</p>				
<p><b>Foster work and long-term thinking beyond the Government, to engage communities, CSOs, the private sector and academic organizations, improve demand and capacity, and ensure the active and meaningful participation and ownership by stakeholders.</b></p> <p>The CCP should promote the development of community leaders and members of civil society to provide sustainability to interventions. Develop a strong joint strategy to mobilize communities to increase their ability to demand services and entitlements that could lead to better implementation of the programmes. This was addressed to a certain extent through the design of the Local Development Plans, but more needs to be done to strengthen the capacity of CSOs and involvement of private actors to mobilize and contribute to the long-term development of the country. There is the right context to deepen partnership with these organizations, who are often very familiar with the local context, including youth benefiting from other initiatives of the joint office. This intervention and engagement approach will help to address the root causes of inequalities to achieve gender transformative results.</p> <ol style="list-style-type: none"> <li>1. Develop a strong joint strategy to mobilize communities to increase their ability to demand services and entitlements that could lead to better implementation of the programmes.</li> <li>2. Foster work and long-term thinking beyond the government, involving communities, civil society organizations, the private sector and academic organizations to improve the demand and capacity, ensuring active and meaningful participation and appropriateness by stakeholders.</li> </ol>				
Management response: Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
8.1 The joint office fully accepts this recommendation. There are already ongoing initiatives in this field and				

the most recent took place on the 26th and 27th of May in São Vicente: "Sustainable Development Journeys" which was attended by senior government officials, private sector agents and civil society actors. These types of initiatives will multiply during the preparation and implementation of CCPD 2023-2027.	October 2022	Joint office		Accepted and initiated
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## Resource mobilization recommendations

<b>Recommendation 9.</b>				
<p><b>Based on:</b> Conclusions 9 and 10</p> <p><b>Priority:</b> Long-term</p> <p><b>Directed to:</b> Joint office management</p>				
<p><b>In view of the country's middle-income country status, with the support of the agencies' regional offices, the joint office should explore new resource mobilization opportunities, to diversify funding sources.</b> Explore new partnerships with donors and in the context of South-South cooperation, triangular partnerships and SIDS countries initiatives.</p>				
<ol style="list-style-type: none"> <li>Develop a joint office resource mobilization strategy, to reinforce some strategies already discussed: <ul style="list-style-type: none"> <li>Establish an effective internal coordination mechanism and system for partnership management, resource mobilization, resource management and donor reporting;</li> <li>Communicate effectively to position the Cabo Verde United Nations joint office as a thought leader on international media channels, and provide visibility for the joint office and partners on the results and impact of joint work in Cabo Verde.</li> </ul> </li> <li>Strengthen existing relationships with traditional partners and explore new partnerships with traditional donors and in the context of South-South cooperation and triangular partnerships. In this sense, some areas that can be explored are: <ul style="list-style-type: none"> <li><b>Social protection:</b> support to increase the database for the single register and extend its use to fight extreme poverty, and to implement an effective M&amp;E system.</li> <li><b>Renewable energy:</b> increase access to the Green Climate Fund, in support of current World Bank, Luxembourg, UNIDO and national initiatives.</li> <li><b>Environment:</b> seek additional funding, for example from the Adaptation Fund, for the improvement of municipal-level environmental management (water, sanitation and waste management).</li> <li><b>Local development plans:</b> to support implementation of local projects to foster the capacity of municipalities and other private stakeholders.</li> </ul> </li> </ol>				
Management response: Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)

9.1 As part of the preparation of the CCPD 2023-2027, the joint office, in close consultation with the regional offices of the three agencies, will prepare a strategy document for strengthening partnerships, communication and resource mobilization to cover the entire period of CCPD 2023-2027 implementation.	January February 2023	Joint office UNDP/ UNFPA/ UNICEF regional offices		Accepted and initiated
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## **Cross-cutting recommendations**

#### **Recommendation 10.**

**Based on:** Conclusion 7

**Priority:** Medium-term

**Directed to:** Joint office management, Gender Committee and GHRWG

**The joint office needs to strengthen the programmatic integration of key cross-cutting issues and development accelerators. The joint office should strengthen its work on gender and make it more transformative through the design and implementation of new initiatives that integrate thematic and gender issues.**

Programmatic integration should promote GEWE by identifying behaviours and social norms which maintain gender inequality, so as to make institutional and systemic changes. The joint office should work with the Government of Cabo Verde to accelerate the implementation of GEWE, focusing on the most vulnerable as the active subjects of policies and programmes in all sectors, including emergency situations, and the equality of vulnerable groups, including migrants.

Considering the MIC and SIDS status of Cabo Verde, a multidimensional poverty index should be developed as a tool to mainstream pro-poor policies in all thematic areas. This could complement traditional monetary poverty measures by capturing acute and simultaneous deprivations in health, education and living standards.

1. Continue to support the integration of gender-sensitive analyses, indicators and monitoring instruments into national legislation, policies and programmes.
2. Design a capacity-development plan to ensure clear understanding across all levels of the programme, including implementing partners, of the difference between gender-responsive, gender-transformative and gender-targeted interventions.
3. Create a checklist tool to determine the optimum conditions for transitioning from gender-responsive to gender-transformative work, for improved project formulation.
4. Review and update the joint office Gender Strategy according to the revised ToC.
5. Review policies for pre-school education, special education and other guidance supported by the joint office to ensure that gender equality is adequately addressed.
6. Boost mainstreamed LNOB strategies to reach the most disadvantaged first in the next programme cycle, expanding the scope of activities targeted at population groups such as young people not in education, employment or training, those living in poverty, people with disabilities and elderly people, and specifically related to problems with children and youths with disabilities, adolescent pregnancy and or sexual violence.
7. Develop a multidimensional poverty index as a tool to mainstream pro-poor policies in all thematic areas.
8. Include one pro-poor and one pro-gender indicator for each CCP outcome.
9. Maintain support to promote human rights and build new capacity to implement the recommendations of human rights mechanisms.



Management response: Agree				
Key action(s)	Completion date	Responsible unit(s)	Tracking	
			Comments	Status (Initiated, Completed or No due date)
10.1 The joint office absorbs this recommendation and will guarantee that CCPD 2023-2027 ensures full integration of cross-cutting issues into programmes. The GHRWG, led by the joint office, will play an important role in this process. the development of accelerators will be handled by the programme portfolios in close consultation with the Strategic Planning Unit and UNDP Accelerator Labs programme.	January February 2023	Joint office		Accepted and initiated

\* Status of implementation is tracked electronically in the Evaluation Resource Centre database .

## Annexes

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/13383>

Annex 1. Terms of reference

Annex 2. Evaluation matrix

Annex 3. People consulted

Annex 4. Documents consulted

Annex 5. List of projects considered for review

Annex 6. Status of CCPD outcome and output indicator matrix

Annex 7. Theory of change

Annex 8. Detailed effectiveness analysis: output and outcome levels

Annex 9. Survey to national partners

Annex 10. Timeline of the CCPD

Annex 11. Planning tools used by the three agencies in the joint office

Annex 12. Technical note to the theoretical framework

Annex 13. CCPD financial performance and resource mobilization assessment