



**Consultancy Services for the
Final Evaluation of the Common Country Programme
Document from UNDP, UNFPA and UNICEF**

Cabo Verde

FINAL EVALUATION REPORT

GESAWORLD S.A.

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CABO VERDE MAP



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TABLE OF CONTENTS

ACKNOWLEDGMENTS	2
LIST OF ILLUSTRATIONS	4
ACRONYMS	6
EXECUTIVE SUMMARY.....	7
CABO VERDE'S BASIC INDICATORS	11
1 INTRODUCTION: CCPD FINAL EVALUATION PURPOSE AND SCOPE	13
1.1 FINAL EVALUATION PURPOSE	13
1.2 FINAL EVALUATION OBJECTIVES.....	13
1.2.1 <i>Specific objectives:</i>	13
1.3 FINAL EVALUATION SCOPE	14
2 CONTEXT: UN STRATEGIC RESPONSE TO CABO VERDE	15
2.1 CABO VERDE COUNTRY CONTEXT	15
2.2 CABO VERDE'S JOINT OFFICE CONTEXT	16
2.3 THE COMMON COUNTRY PROGRAMME (CCPD).....	17
2.3.1 <i>CCPD planning and results matrix</i>	18
2.3.2 <i>CCPD financial structure</i>	21
3 METHODOLOGY	22
3.1 EVALUATION APPROACH	22
3.2 DATA COLLECTION AND ANALYSIS TECHNIQUES	26
3.3 CRITERIA AND EVALUATION QUESTIONS: THE EVALUATION MATRIX.....	28
3.4 TECHNICAL QUALITY ASSURANCE REVIEW MECHANISMS	29
4 EVALUATION FINDINGS: PROGRAMMATIC ANALYSIS	30
4.1 RELEVANCE CRITERIA	30
4.1.1 <i>Relevance according to national and international needs and priorities</i>	30
4.1.2 <i>Ability to respond to specific/urgent requests from national partners</i>	36
4.2 EFFECTIVENESS CRITERIA	37
4.2.1 <i>Effectiveness in achieving outputs and outcomes</i>	37
4.2.2 <i>Unintended consequences</i>	63
4.2.3 <i>Programme Delivery</i>	66
4.3 EFFICIENCY CRITERIA.....	67
4.3.1 <i>Appropriate approaches and models in achieving the CCPD results</i>	67
4.3.2 <i>Cost structure allocation</i>	73
4.4 SUSTAINABILITY CRITERIA	75
4.4.1 <i>Capacity building and mechanisms of appropriation</i>	75
5 EVALUATION FINDINGS: STRATEGIC ANALYSIS	77
5.1 COORDINATION CRITERIA	77
5.2 ADDED VALUE CRITERIA.....	79
6 CONCLUSIONS AND RECOMMENDATIONS.....	82
6.1 CONCLUSIONS.....	82
6.1.1 <i>Strategic Level</i>	82
6.1.2 <i>Programatic level</i>	84

6.2	RECOMMENDATIONS	88
6.2.1	Strategic level	88
6.2.2	Programatic level	89
7	ANNEX	90
7.1	LESSONS LEARNED	90
7.2	BIBLIOGRAPHY AND LIST OF DOCUMENTATION REVIEWED	93
7.3	WORKPLAN SCHEDULE	95
7.4	EVALUATION INSTRUMENTS	96
7.5	LIST OF PRODUCTS	96
7.6	LIST OF INTERVIEWEES	97
7.7	FIELDWORK AGENDA	98
7.8	EVALUATION MATRIX	101
7.8.1	Evaluation Matrix: Strategic Positioning Analysis	104
7.8.2	Evaluation Matrix: Cross cutting issues.....	105
7.9	TERMS OF REFERENCE	108

LIST OF ILLUSTRATIONS

List of Tables

Table 1:	Cabo Verde's Basic Indicators	11
Table 2:	Indicators for the Millennium Development Goals by gender, Cabo Verde	12
Table 3:	CCPD results matrix structure	20
Table 4:	DECRP III – CCPD outcome alignment matrix	31
Table 5:	UNDAF – CCPD outcome alignment matrix.....	33
Table 6:	CCPD alignment with UNDP, UNFPA & UNICEF Strategic plans.....	35
Table 7:	Effectiveness matrix - colour legend	37
Table 8:	JO Cabo Verde – cost structure 2012-2015.....	73

List of Figures

Figure 1:	CCPD results logic alignment.....	17
Figure 2:	CCPD Cabo Verde: financial resources 2012-2016.....	21
Figure 3:	UNPD, UNFPA and UNICEF financial planning: CCPD 2012-2016.....	21
Figure 4:	Example of evaluation framework.....	23
Figure 5:	Elements of the Program Logic Model.....	23
Figure 6:	Hypothesis Testing Model.....	24
Figure 7:	Public value creation process adopted to the JO context.....	25
Figure 8:	Triangulation techniques.....	29
Figure 9:	DECRP III: lines.....	31
Figure 10:	JO approved budget vs total expenditure. 2012-2015 Period.....	66
Figure 11:	JO Units – programme delivery 2012-2015.....	66
Figure 12:	Cabo Verde - structure of the Joint Office of UNDP, UNICEF and UNFPA and of the Resident Coordinator's Office.....	68
Figure 13:	JO Cabo Verde – cost structure 2012-2015.....	73
Figure 14:	JO Cabo Verde – cost structure 2008-2015.....	73
Figure 15:	JO agencies support budget and programme funds.....	74
Figure 16:	Workplan schedule.....	95

ACRONYMS

CCPD	Common Country Programme Document
CO	Country Office
CSO	Civil Society Organization
DaO	Delivering as One
ECOWAS	Economic Community of West African States
FDI	Foreign Direct Investment
GBV	Gender Based Violence
GDP	Gross Domestic Product
GEF	Global Environment Facility
GNP	Gross National Product
GPRSP	Growth and Poverty Reduction Strategy Paper
HQ	HeadQuarters
INE	Instituto Nacional de Estatística (National Statistical Institute)
JO	Joint Office
LDC	Least Developed Country
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MFP	Ministry for Finance and Planning
MIC	Middle-Income Country
PDA	Personal Digital Assistant
RO	Regional Office
SDG	Sustainable Development Goal
SGP	Small Grant Program
SMART	Specific, Measurable, Achievable, Relevant, Timebound
SME	Small and Medium Enterprises
ToC	Theory of Change
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women

EXECUTIVE SUMMARY

Purpose and intended audience

The UNDP, UNFPA and UNICEF, working as a Joint Office in Cabo Verde, requested this final evaluation to ascertain the outcomes and outputs of the Common Country Programme Document (CCPD) 2012-2016 measured against its original purpose and objectives, and also capture the evaluative evidence of the relevance, effectiveness, efficiency and sustainability of this strategic programme document, which will set the stage for the next programme cycle. Likewise, the evaluation carries out an important accountability function, providing the Country Office (CO), the Regional Offices (ROs), the Headquarters (HQ), the national stakeholders and partners with an impartial assessment of the results achieved.

Scope and objectives

This final programme evaluation was conducted from June to October 2016, and it covers all the activities planned and/or implemented during the period 2012-2015, focusing in particular on the contribution to reducing child and maternal mortality, environmental sustainability, good governance, child protection and human rights.

The aim of the final evaluation is to fulfill the following objectives:

- To provide the JO, national stakeholders, UNDP, UNFPA and UNICEF Regional Offices and Headquarters with an assessment of the relevance and performance of the CCPD and its alignment with the agencies' strategic plans.
- To determine the added value provided by the UNDP, UNFPA and UNICEF with regard to the national priorities of Cabo Verde and the development context.
- To assess the existing frameworks and strategies adopted by the UNDP, UNICEF and UNFPA in providing support to the Government of Cabo Verde, including partnership strategies and engagements and whether these were well conceived in terms of achieving the planned objectives.
- To appraise the sustainability of the programme, including the institutionalization of interventions.
- To assess the relevance and utilization of M&E processes.
- To draw key lessons from past and current cooperation and: (i) provide a set of clear and forward-looking options leading to strategic and actionable recommendations for the next programming cycle; (ii) provide input to inform the strategic repositioning of the Country Office in light of the three agencies' new business model in middle-income countries.

Methodology

The methodology was selected to enable the CCPD final evaluation to achieve its objectives and results both as a summative evaluation that will “determine the extent to which anticipated outcomes were produced” and assess overall achievement, and as a formative evaluation that will make it possible to compile information to understand strengths, weaknesses, opportunities and lessons learned for the next programming cycle.

The final evaluation was developed as a process involving the systematic collection of information about the activities, characteristics, outputs and outcomes of the CCPD to determine its merit or worth. The methodology incorporated the use of qualitative and quantitative techniques. It was based on the use of the logical framework approach and the

change theory in order to investigate the causal relationships between outputs and outcomes. The identification of evidence led to the formulation of conclusions and recommendations and, to avoid the error of causal interpretations, a triangulation system of the information was applied.

Context

Cabo Verde became the first pilot Joint Office (JO) of Ex-Com agencies (UNDP, UNICEF, UNFPA and WFP) in 2006 and has since contributed as an example of the UN reform towards harmonizing and simplifying UN activities in small countries. Cabo Verde graduated from least-developed country (LDC) status in 2008. The country achieved most of the Millennium Development Goals (MDG); however, it still has some important challenges ahead, including poverty, gender-based disparities, infant mortality, illiteracy and groundwater scarcity and recurrent drought. The government's priorities for 2012-2016 are set out in the Growth and Poverty Reduction Strategy (DECRP III).

The JO is now implementing this CCPD covering the 2012-2016 period plus one year extension reaching 2017, aligned with DECRP III and structured around three levels of assistance: support to human rights and gender-based macro-economic policy choices, consolidating institutional capacities, and developing local and community capacities for the improvement of living conditions. The interventions are intended to benefit essentially children, youth and women.

Main conclusions

- The Joint Office has been described as a positive development by donors and implementing partners, providing a unified presence as well as more coherent and integrated programme delivery. Each of the agencies (the UNDP, UNFPA and UNICEF) has benefited from the know-how of the other two operating under the Joint Office Model
- The Joint Office Model has proved its effectiveness by delivering a second programme cycle for the three agencies in Cabo Verde. In addition to technical and programmatic synergies, there is an operational efficiency gain derived from the existence of a single administrative and operational structure.
- The continued presence of the institution in the country is positive and it operates in close proximity to the national partners. The national implementation (NIM) approach enables ownership of the project by the partners from the first day.
- There is no integrated M&E system for the whole CCPD. Each agency still has its own. due the lack of harmonization at Head quarter's level.
- It is important to highlight the foster given to South-South cooperation during the CCPD implementation period, taking advantage of the exchange of resources and knowledge between countries.
- The JO has significant capacity to adapt itself to the country's needs and to carry out policy advocacy on the basis of evidence.
- The CCPD has been extremely relevant and significant, both in terms of its alignment with national priorities and its responsiveness to national needs and previously unidentified urgent requirements.

- The CCPD has contributed to supporting growth and poverty reduction, consolidating democratic institutions and citizenship, reducing disparities and inequalities, and reinforcing environmental sustainability and adaptation to climate change.
- Not all outcomes and output indicators of the CCPD have been built under SMART criteria, which hinders planning, monitoring and evaluation, and it has negative implications in terms of indicators achievements.
- The ratio between support budget and programme funds executed has deteriorated significantly with respect to the previous programme cycle.
- The change from the DIM approach to a NIM implementation of programmes and projects is identified as one of the main aspects in terms of sustainability by encouraging the appropriation of methodologies and project objectives by national partners since the start of the cooperation.

During this period, several issues were placed on Cabo Verde's national agenda thanks to the JO's efforts. The following are of note: demographic dividend; strategic perspective of education as a development engine articulating early childhood development, primary and secondary schooling with vocational training (FP); children abuse and sexual exploitation; school drop-out; decentralization with an innovative look at local development; creative industries; disaster risk reduction; and promotion of an integrated social protection system.

Recommendations

- Establish a regulatory and governance document aimed at laying the foundations for Joint Office organization and business processes. Likewise, the policy areas and the scope of each of the programmatic units within the JO and their areas of synergy with the agencies must be documented.
- While the UNDAF and CCPD coexist as strategic documents, the JO has to ensure the complete alignment of the results to be achieved by each agency and the indicators that will measure the results.
- Strengthen the M&E system, moving towards a holistic results-oriented system for the whole CCPD. Develop organizational capability to improve efficiency analyses by strengthening tools to measure and assess cost reductions.
- Strengthen the mechanisms and alignment of the JO organization and all the staff with the strategy for resource mobilization.
- In terms of external communication and campaigns, each of the agencies should maintain their own corporate image.
- Define at a higher level of detail the scope and role of the JO on gender issues.
- Use a SMART (Specific, Measurable, Achievable, Relevant, Time-bound) technique supported by a corresponding tool in matrix result format to develop all the outcome and output indicators.
- Boost the disbursement and use of programme funds from the first quarter of the year and avoid accumulation of pending budget to be implemented in the last quarter.
- Initiate the evaluation of gains of investment in capacity development: capacity assessment as a future baseline in order to measure the results on national capacity development and sustainable development.



- Continue to promote inter-ministerial coordination.
- Given the condition of insularity, continue to boost and support the presence of national partners in international technical forums.

CABO VERDE'S BASIC INDICATORS

Table 1: Cabo Verde's Basic Indicators

INDICATORS	
Population size, total (2014)	518.467 ¹
Land area (square kilometres)	4.033 ¹
Population density	130,13 ¹
National Poverty (2007)	26,6% ¹
GDP per capita, US\$ (2012)	3.071,50 ¹
GDP growth (real terms)	1,8% ¹
Inflation (annual %)	-0,2% ¹
Gini's index (2007)	0,4719 ¹
Life expectancy at birth (years)	75,1 ¹
Fertility rate, total (births per woman)	2,34 ¹
Infant mortality rate	20,3 ²
Illiteracy rate	13,5 ¹
Human development index	0,646 ³
Human development index - world ranking	122/188 ²
Net official development assistance and official aid received (current US\$)	230.020.000 ⁴

¹ Instituto Nacional de Estatística de Cabo Verde (2015), 'Anuario Estadístico 2015'

² Relatório estatístico do Ministério da Saude Cabo Verde 2014. Praia July 2015

³ UNDP (2015), 'Human Development Report 2015'

⁴ World Bank [Online], Available: <http://data.worldbank.org/indicator/DT.ODA.ALLD.CD>

Table 2: Indicators for the Millennium Development Goals by gender, Cabo Verde

GOAL	VALUE		
	Female	Male	Total
1. ERADICATE EXTREME POVERTY AND HUNGER			
1.1 Prevalence of underweight children under-five years of age	na	na	3,9
2. ACHIEVE UNIVERSAL PRIMARY EDUCATION			
2.1 Net enrolment ratio in primary education	91,5	94,1	92,8
2.2 Literacy rate of 15-24 year-olds, women and men	97,4	96,3	96,90
3. PROMOTE GENDER EQUALITY AND EMPOWER WOMEN			
3.1 Ratio of girls to boys in primary education	na	na	0,92
3.2 Ratio of girls to boys in secondary education	na	na	1,11
3.3 Ratio of girls to boys in tertiary education	na	na	1,41
4. REDUCE CHILD MORTALITY			
4.1 Under-five mortality rate	na	na	22,5
4.2 Infant mortality rate	na	na	20,30
4.3 Proportion of 1 year-old children immunized against measles	na	na	96,70
5. IMPROVE MATERNAL HEALTH			
5.1 Proportion of births attended by skilled health personnel	na	na	95,60
5.2 Contraceptive prevalence rate	61,3	na	na
5.3 Adolescent birth rate	62	na	na
5.4 Antenatal care coverage (at least one visit)	99,3	na	na
5.5 Antenatal care coverage (at least four visits)	72	na	na
5.6 Unmet need for family planning	16,7	na	na
6. COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES			
6.1 Condom use at last high-risk sex	68,5	77,2	72,7
6.2 Proportion of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS	52,8	46,6	49,7
6.3 Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years	na	na	1,01
META	VALOR		
	Urbana	Rural	Total
7. ENSURE ENVIRONMENTAL SUSTAINABILITY			
7.1 Proportion of population using an improved drinking water source	na	na	90,5
7.2 Proportion of population using an improved sanitation facility	na	na	72,9

SOURCE: Nações Unidas (2015), 'Relatório ODM Cabo Verde 2015'

1 INTRODUCTION: CCPD FINAL EVALUATION PURPOSE AND SCOPE

1.1 Final evaluation purpose

The Joint Office of the UNDP, UNFPA and UNICEF in Cabo Verde requested this evaluation to:

Ascertain the outcomes and outputs of the common country programme measured against its original purpose and objectives, and also capture the evaluative evidence of the relevance, effectiveness, efficiency and sustainability of this strategic programme document, which will set the stage for the new programme cycle.

The evaluation is designed to outline lessons learned and recommendations, which will be useful in contributing to the growing body of knowledge for the coming CCPD and UNDAF planning cycle. Likewise, the evaluation carries out an important accountability function, providing CO, ROs, HQ, national stakeholders and partners with an impartial assessment of the results.



1.2 Final evaluation objectives

This final programme evaluation was conducted from June 2016 to September 2016, and it highlights the key lessons learned to provide informed guidance for future programming. The evaluation covers all the activities planned and/or implemented during the 2012-2015 period, focusing in particular on the contribution to reducing child and maternal mortality, environmental sustainability, good governance, child protection and human rights.

1.2.1 Specific objectives:

- I. To provide the Joint Office of the UNDP, UNFPA and UNICEF in Cabo Verde, national stakeholders, Regional Offices, Headquarters and the wider audience with an assessment of the relevance and performance of the Common Country Programme and its alignment with the agencies' strategic plan;
- II. To determine the strategic positioning of the three agencies (the UNDP, UNFPA and UNICEF) in terms of adding value to the evolving national priorities and development context;
- III. To assess the existing frameworks and strategies adopted by the UNDP, UNICEF and UNFPA in providing support to the Government of Cabo Verde,

- including partnership strategies and engagements and whether these were well conceived in terms of achieving the planned objectives;
- IV. To appraise the sustainability of the programme, including the institutionalization of interventions;
 - V. To assess the relevance and utilization of M&E processes;
 - VI. To draw key lessons from past and current cooperation and: (i) provide a set of clear and forward-looking options leading to strategic and actionable recommendations for the next programming cycle; (ii) provide input to inform the strategic repositioning of the Country Office in light of the three agencies' new business model in middle-income countries.

1.3 Final evaluation scope

The evaluation covers **all activities implemented during the 2012-2015 period within each programme area** (child protection, nutrition, health, education, environment, disaster risk reduction, poverty reduction, reproductive health and rights, youth, population dynamics and sustainable development, and south-south cooperation, governance and gender).

Special focus was placed on four specific areas aiming to assess the contribution of the CCPD in terms of:

- I. Child and maternal mortality reduction;
- II. Environmental sustainability and disaster risk reduction;
- III. Social and economic governance;
- IV. Child protection and human rights (including gender equality and gender-based violence [GBV]).

Besides the assessment of the intended effects of the programme, the evaluation also aimed to identify **potential unintended results**. In terms of geographical scope, **the evaluation covered the action of the three agencies in the entire archipelago**.

The evaluation has two components:

- a) Analysis of programmatic areas;
- b) Analysis of strategic positioning.

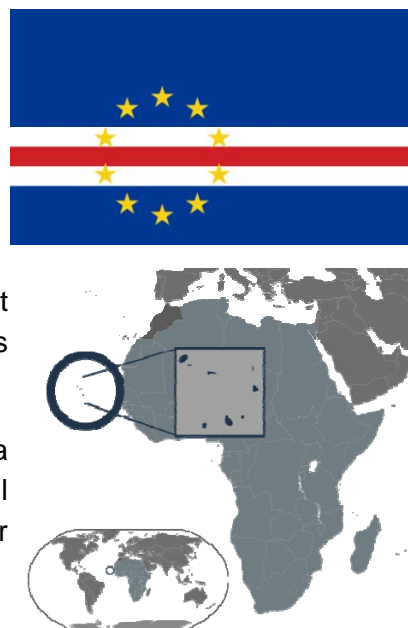
2 CONTEXT: UN STRATEGIC RESPONSE TO CABO VERDE

2.1 Cabo Verde country context

The Republic of Cabo Verde is an island country spanning an archipelago of 10 volcanic islands in the central Atlantic Ocean. The total resident population of Cabo Verde is around half a million, 54% of whom are under 24, and the annual population growth is 1.2%.

Cabo Verde graduated from least-developed country (LDC) status in 2008. According to the latest Human Development Report (2015), Cabo Verde ranks 122nd out of 187 countries in the UNDP's Human Development Index (HDI).

The country is experiencing a demographic transition, a rapid and fleeting process, which is expected to last until the 2020s and which represents a historical opportunity for driving inclusive social and economic growth.



The country achieved most of the **Millennium Development Goals** (MDG), in particular those concerning poverty reduction, education and health, and many of its development indicators stand out as exceptions in the region (West Africa):

- ✓ Universal access to primary and secondary schools has been achieved;
- ✓ A strong social safety net has been set up;
- ✓ The benefits of growth have been distributed through an inclusive approach to policy-making and nation building.

However, the following social and economic challenges remain:

- ❑ Poverty affects 27% of the population and around 16% are unemployed.
- ❑ Gender-based disparities include access to employment and social protection.
- ❑ The political participation of women remains modest in the legislative branch and at the municipal level (where women occupy less than 20% of elected positions).
- ❑ The informal sector accounts for 12% of GDP. According to the *Informal Sector Survey 2015* by INE, 18% of the active population works in the informal sector.
- ❑ For the past three years, Cabo Verde's GDP growth rate has languished between 1 and 2%, far below the 6-7% rates experienced prior to the 2008/09 international crisis.

- ❑ Public debt is currently estimated at 114% of GDP and is estimated to reach 120% in 2017.

There are also some important sectoral challenges, including:

On health, such as:

- ❑ Infant mortality rate, which is at 23.61⁵ per 1,000 born alive.
- ❑ Fight against AIDS

On education:

- ❑ There still is an Illiteracy rate of 13.51% of the population.

On environmental issues, such as:

- ❑ Groundwater scarcity, recurrent drought, fragile ecological systems and soil erosion.

Moreover, the country faces several other important challenges:

Insularity and climate change are expected to have serious consequences on already sensitive ecosystems and may significantly reverse progress made on development and poverty reduction. The mainstreaming of a risk-reduction and resilience-building approach into the national development process is important to reduce climate risks and build the country's adaptive capacity while addressing the underlying causes of vulnerability, including those pertaining to gender inequality.

The 2012-2016 period in Cabo Verde was characterized by the search for sustainable policy solutions at the end of the transition period after the country's graduation from LDC status, in a post-global financial crisis world, and with the vulnerabilities typical of a Small Island Developing Country (SIDS). The country held legislative elections in March 2016 and during the year it will develop the new national development plan with the programmatic lines for the 2017-2021 period.

2.2 Cabo Verde's Joint Office context

Cabo Verde became the first pilot Joint Office (JO) of the Ex-Com agencies (the UNDP, UNICEF, UNFPA and WFP) on 1 January 2006. This was a major step in UN reform towards harmonizing and simplifying UN activities in small countries. A common premise had already existed since the early 1990s within the UN, but a call for further cost-effective and cohesive UN country programmes led to the initiative to merge the continuum presence of these four agencies into one.

⁵ 2013 data from the National Statistics Institute, Cabo Verde: 'Anuário Estatístico 2015'

Table 65, p. 86. http://www.ine.cv/anuarios/Anuario_CV_2015.pdf

In 2010, WFP ended its operations in Cabo Verde. The JO now comprises only three agencies (the UNDP, UNICEF and UNFPA) and is presently implementing its second Common Country Programme (CCPD) under the UNDAF/One UN programme covering the 2012-2016 period.

A Joint Office model consists of a single UN office of the participating agencies, led by one representative who equally represents all the participating agencies and is also the UN Resident Coordinator. The JO has one organizational structure and a single programme (the CCPD) encompassing the activities and mandates of the three participating agencies (the UNDP, UNFPA and UNICEF), and uses one set of business processes, rules and regulations under a “support agency” arrangement. It was decided that the UNDP processes, systems and contracting arrangements would be adopted by the Joint Office. The Joint Office is structured in two main areas: operations and programmes. For programme implementation, the office is organized in four units:

- ✓ Democratic governance
- ✓ Population and poverty reduction
- ✓ Human capital development
- ✓ Environment, energy and disaster risk reduction

2.3 The Common Country Programme (CCPD)

The final version of the CCPD was approved at the first regular session in 2012 of the Executive Board on 10 February. In February 2016, following the UNDAF extension requested by the government, the extension of the CCPD until 2017 was also approved.

The 2012-2016 CCPD followed the principle of alignment with the agencies’ strategic plans, placing particular emphasis on focusing on priorities, avoiding duplication or fragmentation, building on lessons learned and a coherent response to country development priorities.

As a result, there was a consolidated effort to strengthen evidence-based programming articulated around three levels of assistance:

- I. Support to human rights and gender-based macro-economic policy choices;
- II. Consolidation of institutional capacities for adequate management of the country’s multiple transitions;
- III. Development of local and community capacities for direct impacts on the improvement of living conditions.

The interventions are intended to benefit essentially children, youth and women.

Figure 1: CCPD results logic alignment



2.3.1 CCPD planning and results matrix

The three agencies of the Joint Office have developed a particular results matrix, as shown in the annexes of the CCPD. The following planning was carried out:

A) United Nations Development Programme (UNDP)

Outcome A.1: Technical assistance with data production and analyses, poverty and vulnerability, policy formulation on trade reform, decent employment and poverty reduction strategies.

Output A.1.1: Technical analyses of poverty/vulnerability/equity for poverty reduction options including CCT programme design.

Output A.1.2: SME development strategy for decent jobs.

Outcome A.2: Institutional and technical capacity development for public finances, accountability and civic participation.

Output A.2.1: Technical assistance and capacity-building on medium-term expenditure framework in line with best standards.

Output A.2.2: Design of new strategy of court of auditors and mobilization.

Output A.2.3: Technical assistance to civil society on Poverty Reduction Strategy Paper alternative reporting.

Outcome A.3: Informed advocacy and policy dialogue, capacity-building among local actors for participatory planning and implementation in the context of climate change risks and opportunities.

Output A.3.1: Technical assistance and institutional capacity-building for the MDG-based municipal development plans and territorial planning scheme.

Output A.3.2: Technical analysis for gender-based municipal development plans.

Output A.3.3: Advocacy for partner interventions in the context of climate change, risks and opportunities.

Outcome A.4: Support to policy formulation and information gathering for key sectors, continued institutional support, and capacity-building of civil society organizations (CSOs)/community based organizations.

Output A.4.1: Integration of climate change and disaster risk reduction into territorial plans.

Output A.4.2: National institutions and CSOs trained and strengthened in environmental management.

B) United Nations Population Fund (UNFPA)

Outcome B.1: National and local institutions address disparities in sexual and reproductive health and rights, especially among young people and women.

Output B.1.1: By 2016, intersectoral partnerships, especially among the health, education and youth sectors, are reinforced to improve responses to the needs of young people in the areas of sexual and reproductive health and rights and HIV prevention, especially for young women.

Output B.1.2: By 2016, 100% of family planning financing is borne by the national budget.

Output B.1.3: By 2016, health structures, especially reproductive health structures, provide services that meet minimum standards of quality at both central and decentralized levels.

Outcome B.2: Policy-makers and NGOs make better use of disaggregated data at national and decentralized levels for decision-making on population dynamics and reducing disparities.

Output B.2.1: By 2016, the capacity of national and subnational statistical institutions is reinforced to better integrate indicators related to the Millennium Development Goals and the ICPD Programme of Action.

Outcome B.3: The rights and multisectoral needs of women and young people are incorporated into public policies, poverty reduction plans and expenditure frameworks.

Output B.3.1: By 2016, all key sectoral policies address the needs of young people in a changing environment.

Output B.3.2: By 2016, strengthened multisectoral mechanisms are operational to reduce and respond to violence against women and girls.

Output B.3.3: By 2016, civil society, media, women and men in programme areas promote responsible sexual behaviour and prevent violence against women.

C) United Nations International Children's Emergency Fund (UNICEF)

Outcome C.1: Women and children have equitable access to national and decentralized health services, reinforced for increased quality.

Outcome C.2: Increased retention and learning achievements in primary education and improved access to secondary education with special focus on girls. All children under six have access to quality, well-regulated comprehensive programmes and services for ECD.

Outcome C.3: Children and adolescents, especially girls and women, are protected from abuse, violence and exploitation through regulatory frameworks and service delivery mechanisms.

Outcome C.4: Fully disaggregated statistics made available and disaggregated data analysis utilized in support of formulation and reporting on implementation of key child, adolescent and gender-friendly laws, policies and programmes, including contingency planning.

In short, and as a first tool for the analysis, the structure of the CCPD results matrix can be outlined as follows:

Table 3: CCPD results matrix structure

Agency	Code	Outcome	Output
<u>United Nations Development Programme (UNDP)</u>	A	A.1	A.1.1
			A.1.2
		A.2	A.2.1
			A.2.2
			A.2.3
		A.3	A.3.1
			A.3.2
			A.3.3
		A.4	A.4.1
			A.4.2
<u>United Nations Population Fund (UNFPA)</u>	B	B.1	B.1.1
			B.1.2
			B.1.3
		B.2	B.2.1
		B.3	B.3.1
			B.3.2
			B.3.3
<u>United Nations Children's Fund (UNICEF)</u>	C	C.1	-
		C.2	-
		C.3	-
		C.4	-

2.3.2 CCPD financial structure

The CCPD 2012-2016 Cabo Verde financial structure was planned as follows:

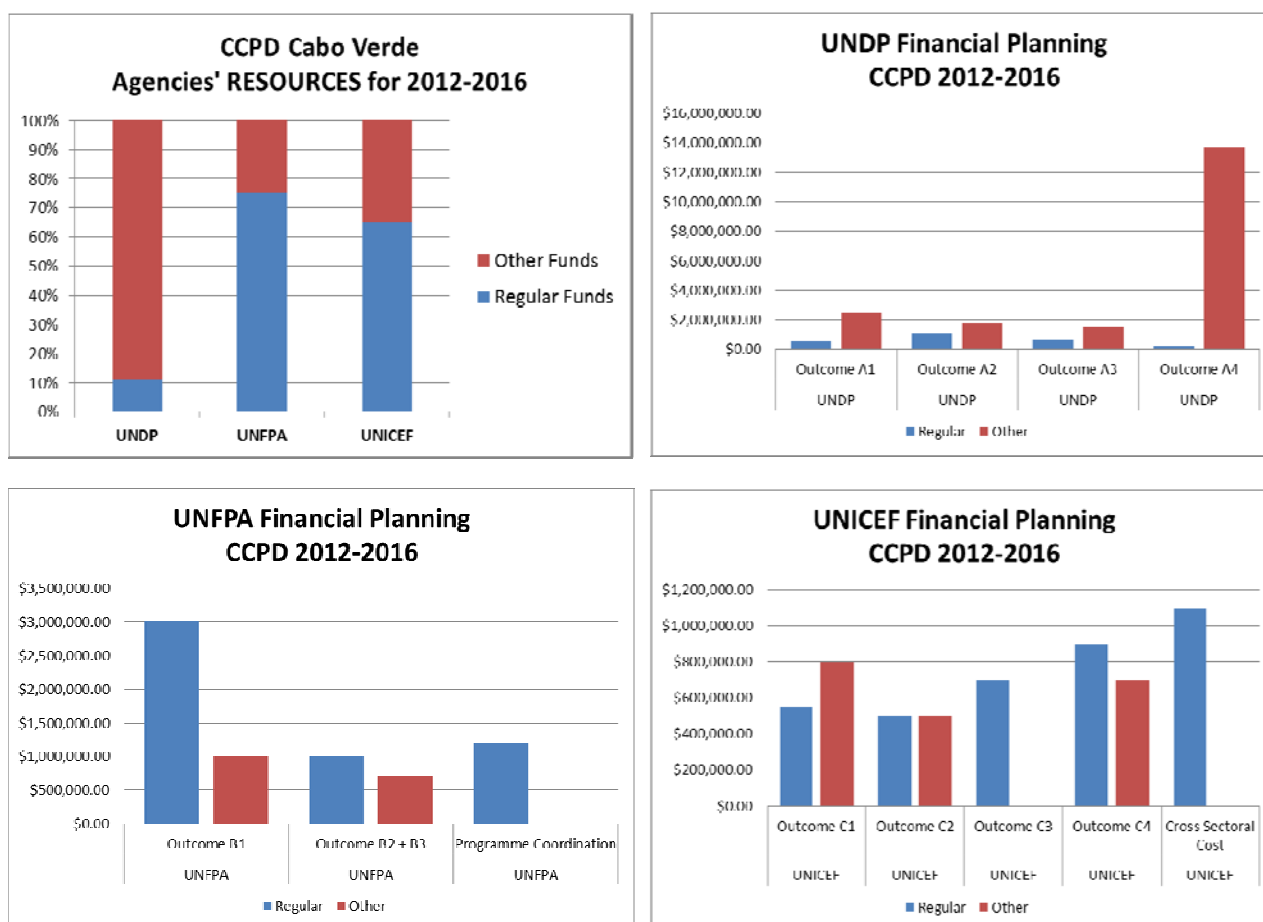
Figure 2: CCPD Cabo Verde: financial resources 2012-2016

CCPD 2012-2016 Cabo Verde
(in US dollars)

Regular	\$11,329,000.00
Other	\$23,160,756.00
TOTAL	\$34,489,756.00

Likewise, each agency planned its own budget for the 2012-2016 period as follows:

Figure 3: UNDP, UNFPA and UNICEF financial planning: CCPD 2012-2016



Compiled by Gesaworld. Data Source: Joint Office

3 METHODOLOGY

The methodological framework for conducting this *Final Evaluation of the Common Country Programme Document from the UNDP, UNFPA and UNICEF 2012-2016* in Cabo Verde was established in accordance with the United Nations Evaluation Group (UNEG) *Norms and Standards for Evaluation* and the OECD *Glossary of Key Terms in Evaluation and Results Based Management* (2002).

The methodology was selected to enable the CCPD final evaluation to achieve its objectives and results both as a **summative evaluation** that will “determine the extent to which anticipated outcomes were produced” and assess overall achievement, and as a **formative evaluation** that will make it possible to compile information to understand strengths, weaknesses, opportunities and lessons learned.

We see the evaluation process as the systematic collection of information about the activities, characteristics and outcomes of a specific programme to determine its merit or worth. If a programme is judged to be of merit, it is also important to determine whether it is worth its cost. Evaluation provides credible information for improving programmes, identifying lessons learned and informing about future resource allocation.

The approach for conducting this *Final Evaluation of the Common Country Programme Document from the UNDP, UNFPA and UNICEF 2012-2016* in Cabo Verde was based on Theory of Change (ToC) and the Logical Framework Approach.

3.1 Evaluation approach

The evaluation comprises two main approaches: Theory of Change and Logical Framework. The Theory of Change models often have five components: inputs, activities, outputs, outcomes and impacts. A programme logic model graphically represents the logical progression and relationship of the strategic programme elements (inputs, activities, outputs, outcomes, impact) and their causal relationships, indicators, and the assumptions of risk that may influence the success or failure of the programme.

Elements of the programme logic model, which the evaluation team built at the beginning of the project, included:

- ✓ Assumptions and context – relate to the social, political and economic factors that exist in the area in which the programme is being implemented and the influence of these on the potential success of the programme. Stated assumptions are based on a thorough understanding of the contextual factors as well as on theories and evidence-based knowledge that may be available from similar programmes in the same area.
- ✓ Problem statement – describes the nature and extent of the problem that needs to be addressed.

- ✓ Inputs, activities, outputs, outcomes, impacts. Identify the inputs required to implement the programme activities, describing the activities themselves, and then the immediate outputs. In addition, the outputs are intended to lead to outcomes that in turn are intended to lead to impacts.

The framework in the figure below illustrates this paradigm with a number of indicators that may be collected.

Figure 4: Example of evaluation framework

Assessment & planning	Inputs (resources)	Activities (interventions, services)	Outputs (immediate effects)	Outcomes (intermediate effects)	Impacts (long-term effects)
Situation analysis Response analysis Stakeholder needs Resource analysis Collaboration plans	Staff Funds Materials Facilities Supplies	Training Services Education Treatments Interventions	# Staff trained # Nutrition kits provided # Clients served # Tests conducted	Provider behaviour Risk behaviour Service use Clinical outcomes Quality of life	Social norms Child disease prevalence Child morbidity Child mortality Economic impact
Programme development	Programme-based data			Population-based biological, behavioural & social data	

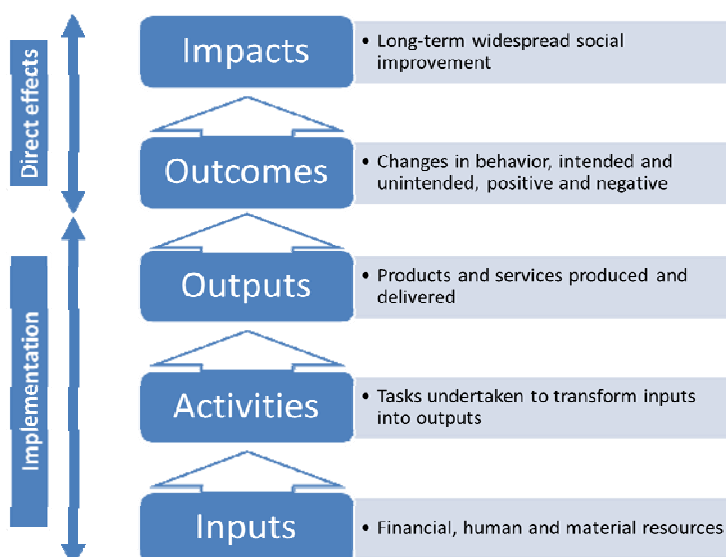
In this regard, the methodology was impartial and unbiased, since it relied on different reliable information sources (e.g. stakeholder groups including beneficiaries, etc.) and used approaches based on mixed methodologies (e.g. quantitative, qualitative and participatory) to ensure triangulation of information through a variety of means, using primary and secondary data sources.

Figure 5: Elements of the Program Logic Model

The components were related and connected to generate the desired outcomes with the implementation of the CCPD.

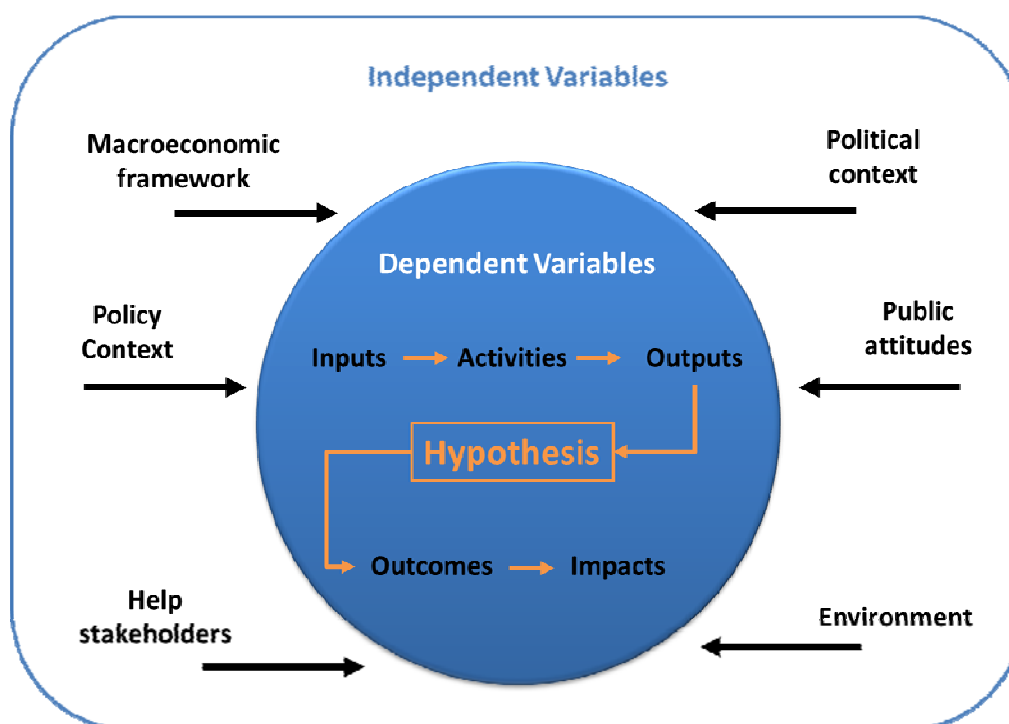
Identifying information to report on the calculation of the indicators for each component of the logical framework will be a key task, related to annex 1 of the CCPD.

However, in complex contexts, as is the case with



the Cabo Verde CCPD, with a number of different actors involved and multilevel programme execution, the evaluation process requires the inclusion of inputs that allow for an analysis of the functioning of the dependent and independent variables. Thus, for each area of CCPD intervention, the evaluation should analyse the political environment in which the programme operates, the context of public policies affecting each area, key players and macro-economic, institutional capacity among other independent variables. These independent variables affect the dependent variables in terms of availability of resources, carrying out activities and achieving results. This dynamic between dependent and independent variables provides assumptions and hypothesis-testing for the formulation of the CCPD in achieving outcomes and impacts.

Figure 6: Hypothesis Testing Model



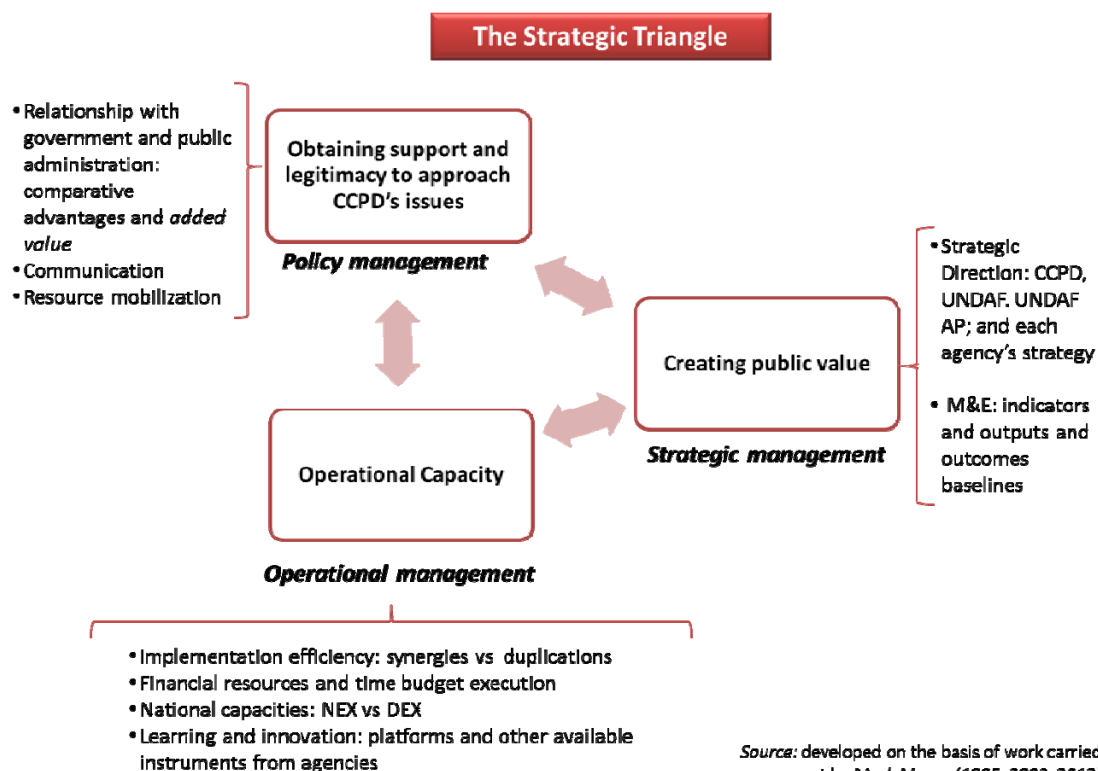
Mechanisms for the collection and analysis of information will encourage the use of quantitative assessment techniques in the study of variables and testing the assumptions made at the beginning of the CCPD for each area of intervention.

This analysis will make it possible to answer the evaluation questions focused mainly on assessing the effectiveness, efficiency, sustainability and relevance of the implementation of the CCPD in Cabo Verde. This clarity will allow for result orientation based on a systematic and integrated vision of the process.

Joint Office assessment approach

In order to assess the Joint Office model, the evaluation team selected as a reference the framework proposed by Mark Moore⁶ which was adapted to the JO context. This proposal organizes the value creation process into three core issues: legitimacy and support, public value creation and operational capacity. For each of these, the main variables were identified from a managerial model point of view.

Figure 7: Public value creation process adopted to the JO context



The evaluation team used methodological tools such as document reviews, interviews with JO internal and external key actors, and quantitative information analysis and a focus group with JO staff was organized.

⁶ Moore, M. (1995), "Creating Public Value: Strategic Management in Government", Harvard University Press, Cambridge, MA. Moore, M.

Moore, M. (2003), "The public value scorecard: a rejoinder and an alternative to 'strategic performance measurement and management in non-profit organizations' by Robert Kaplan", Hauser Center for Nonprofit Organizations Working Paper No. 18, Harvard University, Cambridge, MA, May. Moore, M.

Moore, M. (2013), "Recognizing Public Value", Harvard University Press, Cambridge, MA.

3.2 Data collection and analysis techniques

To determine the types of data needed, it is important to find out what stakeholders want to know about the programme and also how the data are going to be used for evaluation. There is a logical progression when it comes to collecting and analysing the required information for CCPD execution:

1. The process starts with an examination of the required common programme inputs (for example financial resources) for implementing activities;
2. The activities themselves (for example workshops and advocacy) are then examined;
3. Resulting outputs (i.e. immediate effects, such as number of people trained) are subsequently examined;
4. The outputs are then intended to lead to outcomes (i.e. intermediate effects, such as risk behaviour change), which in turn are intended to lead to impacts (i.e. long-term effects, such as reduction in disease incidence).

The evaluation methodology is based on the use and application of quantitative and qualitative techniques.

Quantitative work

The quantitative work focused on the analysis of data provided by the counterpart, mainly through document review, and took place in different phases:

- ✓ Verification of data and preparation for analysis.
- ✓ Initial analysis based on the reference documentation.
- ✓ Additional analysis based on data collection in the field.
- ✓ Integration and synthesis of findings.

The technical process of preparing the data for quantitative analysis included revision.

The initial analysis is done in order to generate information to document the issues raised in the evaluation and for accountability purposes. These quantitative results, along with the feedback from the key players, should be incorporated as an input in the implementation of the Common Country Programme activities. When the **data analysis** was completed, the next step was to select and integrate information and data obtained from the findings, which provided the basis for the evaluation reports. This method was used to guide the selection process and display all the information needed to support each conclusion, namely the indicator on which it was based. On the other hand, when some interesting facts were identified and were not included in the original evaluation questions, they were included in the reports as a way of helping future decision-makers understand or investigate new ways of working.

Qualitative work

For the qualitative analysis, the following main methodological tools were used:

- **Documentary review.** This was useful in order to:
 - ✓ Understand the country context and the CCPD.
 - ✓ Identify the sample of stakeholders.
 - ✓ Collect secondary data.
 - ✓ Identify specific interview questions.
 - ✓ Complete the evaluation matrix.
 - ✓ Validate and cross-check preliminary findings (triangulation).
- **Key individual interviews.** The evaluators' access to high-value information depends to a large extent on interviews with the key individuals related to the CCPD.

The interview is a data collection tool that was used to:

- ✓ Confirm or check facts learnt from the documentation or from other interviews;
- ✓ Collect new data to complement the documentary review;
- ✓ Collect opinions, perceptions and analysis from a reasonable number of varied stakeholders.

The three main types of interview that can be used during the evaluation process are: structured, semi-structured and unstructured. For this evaluation, two types were used:

- ✓ A **semi-structured interview** is based on an interview guide listing the main topics to be dealt with and their ideal order. Unlike the structured interview, questions remain open and the interviewer does not necessarily follow the predetermined order. It allows for improvisation while keeping track of the main subjects to be dealt with.
- ✓ An **unstructured or open-ended interview** consists of an informal conversation on a topic or topics. It does not require predefined questions. It provides flexibility to the interviewer on how to lead the conversation. It allows for empathy and mutual understanding with a view to facilitating the exchange of information. Unstructured interviews are used in situations in which the evaluator wants to explore the opinion of interviewees in a fully open-ended manner.

The complete list of people interviewed during this project can be found in Annex 7.6.

- **Focus groups:** one focus group discussion took place during this evaluation. It was designed as a way to collect and contrast qualitative data from a small group of people via a structured approach. The participants were questioned by the evaluators, who encouraged a truthful and open-ended discussion of attitudes and opinions. The evaluators also encouraged participants to interact and respond to other members of the group to generate additional insights.

3.3 Criteria and evaluation questions: the evaluation matrix

The evaluation questions for the final evaluation of the Common Country Programme Document from the UNDP, UNFPA and UNICEF in Cabo Verde are structured in three parts, as follows:

1. **Programmatic analysis**, focusing on analysing the relevance, effectiveness, efficiency and sustainability of the programme.
2. **Strategic positioning analysis**, focusing on the coordination and added value of the programme.
3. **Cross-cutting issue analysis**, to measure how human rights, gender equality and capacity-building have been taken into consideration during the design and implementation of the programme.

As mentioned, the evaluation matrix summarizes the core aspects of the evaluation exercise by specifying what will be evaluated and how.

The matrix specifies the evaluation questions for each programmatic area and the strategic positioning criteria; the particular issues that will be checked under each question; the data sources (where to look for information) that will be used to answer the questions; and the data collection methods that will be applied to retrieve the data. In short, it is a tool to help evaluators determine what type of information will be needed to answer the evaluation questions and how it will be collected.

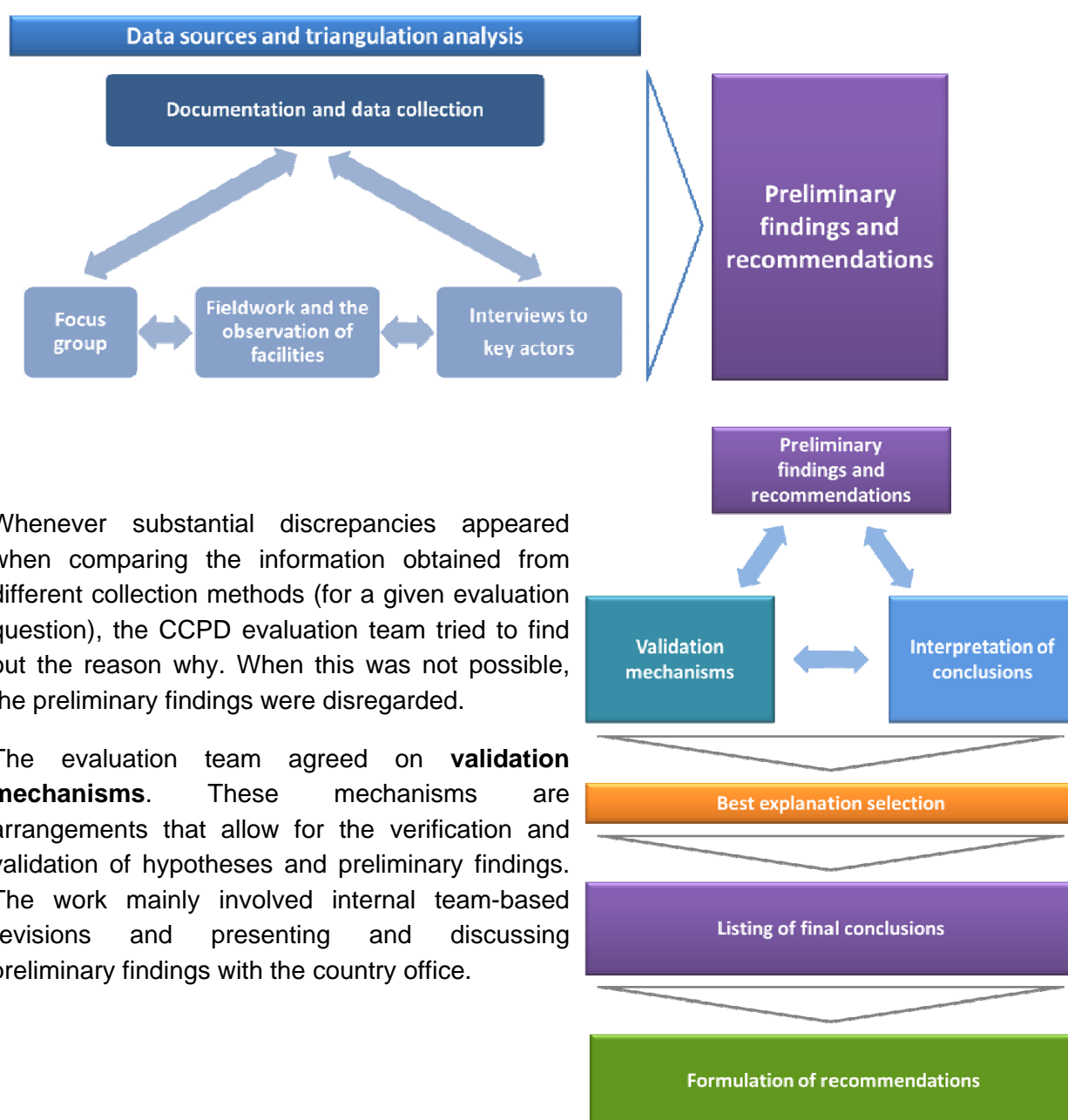
The complete evaluation matrix developed during this project can be found in Annex 7.8.

3.4 Technical quality assurance review mechanisms

In order to reinforce the credibility and validity of the findings, judgments and conclusions obtained, the evaluation team used **triangulation techniques** to ensure technical quality.

Triangulation involves double- or triple-checking the results from the data analysis by cross-comparing the information obtained via each data collection method (desk study, individual interviews, discussion groups and focus groups). The evaluators also cross-compared the results obtained through different data sources – i.e. comparing results obtained from interviews with government staff with those obtained from beneficiaries or statistical data (e.g. evolution of reproductive health indicators).

Figure 8: Triangulation techniques



Whenever substantial discrepancies appeared when comparing the information obtained from different collection methods (for a given evaluation question), the CCPD evaluation team tried to find out the reason why. When this was not possible, the preliminary findings were disregarded.

The evaluation team agreed on **validation mechanisms**. These mechanisms are arrangements that allow for the verification and validation of hypotheses and preliminary findings. The work mainly involved internal team-based revisions and presenting and discussing preliminary findings with the country office.

4 EVALUATION FINDINGS: PROGRAMMATIC ANALYSIS

4.1 Relevance criteria

The relevance criteria determine the extent to which the objectives of the CCPD are consistent with Cabo Verde's development priorities and whether they were aligned with government policies and the UN agencies' global strategies.

The key question related to the relevance criteria is as follows:

To what extent are the objectives of the CCPD of the UNDP, UNFPA and UNICEF consistent with country development priorities and policies and aligned throughout the programme period with government priorities and the agencies' global policies and strategies?

In order to answer the question fully, there are findings related to the following aspects:

4.1.1 Relevance according to national and international needs and priorities

Regarding Cabo Verde's national needs and priorities during the 2012-2017 CCPD period, it is fundamental to consider and analyse two main policy documents: the **2011-2016 Government Programme for the VIII Legislature⁷** and the **2012-2016 Growth and Poverty Reduction Strategy (DECRP III)**.

The 2011-2016 government programme highlights seven strategic objectives:

- 1) Building a dynamic, competitive and innovative, sustainable economy with shared prosperity for all;
- 2) Encouraging the growth of private sector investment and productivity;
- 3) Promoting development and social cohesion and facilitating access to basic services;
- 4) Training human resources and producing knowledge to enable economic growth;
- 5) Consolidating democracy, enhancing freedoms and strengthening good governance;
- 6) Modernizing and extending infrastructure;
- 7) Affirming the global nation and developing partnerships for competitiveness.

⁷ Published in the Boletim Oficial nº 20, I Série, Suplemento, República de Cabo Verde, 14 June 2011

These governance objectives were used to design of the five lines of intervention of DECRP III and their related programmes.

Figure 9: DECRP III: lines

Growth and poverty reduction strategy III (2012 – 2016)
- DECRP III -

Line I: Infrastructure	Line II: Human capital	Line III: Good governance	Line IV: Private sector strengthening	Line V: Global nation
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The 2012-2017 UNDP, UNFPA and UNICEF Common Country Programme (CCPD) **intended outcomes are aligned with this key development strategy**. In particular, it directly contributes to the following areas and programmes of the DECRP III lines:

Table 4: DECRP III – CCPD outcome alignment matrix

DECRP III LINES	DECRP III PROGRAMMES	CCPD agency-related	CCPD outcome-related
Line I: Infrastructure	Water	UNDP	A.3; A.4
	Energy	UNDP	A.3; A.4
	Housing, spatial planning and land management	UNDP	A.3; A.4
	Sanitation	UNDP, UNICEF	A.3
	Road transport	-	-
	Marine transport	-	-
	Air transport	-	-
Line II: Human capital	Education	UNICEF, UNFPA	C.2
	Health	UNFPA, UNICEF	B.1; B.2; C.1
	Sports	-	-
	College education	-	-
	Vocational training	UNDP	A.2
	Gender	UNDP, UNFPA, UNICEF	A.3; A.4; B.1; B.4; C.2
	Culture	UNDP-	A.1
	Social protection	UNDP, UNFPA, UNICEF	A.1; B.4; C.3
Line III: Good governance	State reform	UNDP, UNFPA, UNICEF	A.2; B.3; B.4; C.4
	Safety	UNFPA, UNICEF	B.4; C.3

DECRP III LINES	DECRP III PROGRAMMES	CCPD agency-related	CCPD outcome-related
	Justice	UNDP, UNICEF	A.2; C.3
	Environment	UNDP	A.3; A.4
	Work and social protection	UNDP, UNICEF	A.1; C.3
	Spatial planning	UNDP	
	Decentralization	UNDP	A.3
Line IV: Private sector strengthening	Agrobusiness	-	-
	Maritime economics	-	-
	Tourism	-	-
	ICT	-	-
	Aero-business	-	-
	Finance	-	-
	Economics of culture	-	-
Line V: Global nation	Immigration	-	-
	Remittances	-	-
	Investments of diaspora in CV	-	-

Source: compiled by Gesaworld. Data from DECRPIII and CCPD

As can be seen, **only the last two lines (Line IV and V) are not directly linked with the expected results set forth in the CCPD**. Analysed with the different mandates of the three agencies of the JO, Line V and its scope relating to migration and population should be considered in the next programme cycle as falling within the mandate of the UNFPA.

The CCPD also responds to the **four pillars identified by the UNDAF**, namely:

- I. Inclusive growth and poverty reduction;
- II. Consolidation of institutions, democracy and citizenship;
- III. Reduction of disparities and promotion of equality;
- IV. Environmental sustainability and climate change adaptation.

The table below shows the alignment between the UNDAF effects and outputs and the CCPD outcomes of each of the agencies involved in this evaluation:

Table 5: UNDAF – CCPD outcome alignment matrix

UNDAF						CCPD outcome alignment		
N°	UNDAF mainstay	UNDAF effect	CCPD agencies	UNDAF output	CCPD agencies	UNDP	UNFPA	UNICEF
1	Growth and poverty reduction	1.1	UNDP UNFPA	1.1.1	UNDP	A.1		
				1.1.2	-			
				1.1.3	UNDP UNFPA		-	
		1.2	-	-	-	A.1		
		1.3	-	-	-			
2	Consolidation of institutions, democracy and citizenship	2.1	UNDP UNFPA UNICEF	2.1.1	UNDP UNFPA UNICEF	A.2	B.2	C.4
				2.1.2	UNDP UNFPA			
				2.1.3	UNDP			
				2.1.4	UNFPA UNICEF			C.4
				2.1.5	UNDP UNFPA UNICEF			
		2.2	-	-	-	-		
		2.3	PNUD UNFPA	2.3.1	UNDP UNFPA	A.2	B.2	
				2.3.2	UNDP			
3	Reduction of disparities and inequalities	3.1	PNUD UNFPA UNICEF	3.1.1	UNFPA UNICEF	A.3	B.1	C.1
				3.1.2	UNDP UNFPA UNICEF			
		3.2	PNUD UNFPA UNICEF	3.2.1	UNDP UNFPA UNICEF		B.2	C.1
				3.2.2	UNFPA			
				3.2.3	UNDP UNFPA UNICEF			
		3.3	UNFPA UNICEF	3.3.1	UNFPA UNICEF		-	C.1
				3.3.2	-			

UNDAF						CCPD outcome alignment		
N°	UNDAF mainstay	UNDAF effect	CCPD agencies	UNDAF output	CCPD agencies	UNDP	UNFPA	UNICEF
4	Environmental sustainability and climate change adaptation	4.1	PNUD UNFPA UNICEF	4.1.1	UNDP	A.4		
				4.1.2	UNDP UNFPA UNICEF		-	-
				4.1.3	UNDP			
		4.2	PNUD	4.2.1	UNDP	A.4		
		4.3	PNUD	4.3.1	UNDP	-		
				4.3.2	-	-		
				4.3.3	-	-		

Source: compiled by Gesaworld. Data from UNDAF and CCPD

As can be seen, there is a high degree of alignment between the UNDAF outcomes and the CCPD. The table also gives an indication of the importance of the three UN agencies in the country, since they contribute to achieving results and have an impact on almost all the effects sought by the UNDAF.

The second and third pillars are those for which the agencies make a greater effort to achieve the expected outputs, since their aspects are more in line with the strategic objectives of the different agencies of the Joint Office.

There is another important relevance aspect to confirm that the CCPD was built according to the internationally established relevance criteria: to what extent are the expected results aligned with the objectives of each agency?

In this regard, the following tables summarize the existing alignment.

Table 6: CCPD alignment with UNDP, UNFPA & UNICEF Strategic plans

UNDP Strategic Plan 2014-2017	CCPD Outcome	CCPD Output	UNFPA Strategic Plan 2014-2017	CCPD Outcome	CCPD Output	UNICEF Strategic Plan 2014-2017	CCPD Outcome
Outcome 1	A.1	A.1.1	Outcome 1	B.1	B.1.1	Outcome 1	C.1
Output 1.1		A.1.2	Output 1		B.1.1	Output 1	C.1
Output 1.2		A.1.1	Output 2		B.1.2	Output 2	C.1
Output 1.3			Output 3		B.1.3	Output 3	C.1
Output 1.4			Output 4		B.1.1	Output 4	
Output 1.5			Output 5			Output 5	C.1
Outcome 2	A.2		Outcome 2	B.3	B.3.1	Output 6	C.1
Output 2.1		A.2.1	Output 6		B.3.2	Outcome 2	C.1
Output 2.2		A.2.2	Output 7		B.3.3	Output 1	C.1
Output 2.3		A.2.3	Output 8		B.3.1	Output 2	C.1
Output 2.4		A.2.3	Outcome 3			Output 3	C.1
Output 2.5	A.2		Output 9	B.3	B.3.2	Output 4	
Output 2.6			Output 10		B.3.3	Output 5	C.1
Outcome 3			Output 11			Output 6	C.1
Output 3.1			Outcome 4		B.2.1	Outcome 3	
Output 3.2			Output 12	B.2	B.2.1	Output 1	
Output 3.3	A.2		Output 13		B.2.1	Output 2	
Output 3.4		A.2.2	Output 14		B.2.1	Output 3	
Output 3.5			Output 15		B.2.1	Output 4	
Output 3.6						Output 5	
Outcome 4	A.3	A.3.1				Output 6	
Output 4.1		A.3.2				Outcome 4	C.1
Output 4.2						Output 1	C.1
Output 4.3		A.3.2				Output 2	C.1
Output 4.4						Output 3	C.1
Output 4.5	A.4					Output 4	
Outcome 5		A.4.1				Output 5	C.1
Output 5.1		A.4.2				Output 6	C.1
Output 5.2		A.4.1				Outcome 5	C.2
Output 5.3						Output 1	C.2
Output 5.4	A.3					Output 2	C.2
Output 5.5						Output 3	C.2
Output 5.6						Output 4	
Outcome 6						Output 5	C.2
Output 6.1						Output 6	C.2
Output 6.2	A.3					Outcome 6	C.3
Output 6.3		A.3.1				Output 1	C.3
Output 6.4		A.3.2				Output 2	C.3
Outcome 7		A.3.3				Output 3	C.3
Output 7.1		A.3.1				Output 4	
Output 7.2	A.3					Output 5	C.3
Output 7.3						Output 6	C.3
Output 7.4						Outcome 7	C.4
Output 7.5						Output 1	C.4
Output 7.6						Output 2	C.4
Output 7.7						Output 3	C.4
						Output 4	
						Output 5	C.4
						Output 6	C.4

Source: Elaborated by Gesaworld

As can be seen, the CCPD outcomes and outputs respond to the strategic objectives of each agency and most of them are clearly covered. Although more explicit emphasis can be placed in future CCPD formulations on addressing gender equality issues and improving the equitable use of safe drinking water, nutritional support, sanitation and healthy environments, some specific outputs can also address the aim of lowering the risk of natural disasters, including those from climate change.

4.1.2 Ability to respond to specific/urgent requests from national partners

As explained in the previous section, the commitment of all of the agencies in terms of alignment with national priority planning is evident throughout the period; this level of sensitivity was maintained to respond to urgent requests.

The most significant urgent request for help was undoubtedly the one following **the eruption of the Fogo volcano** in November and December 2014. The eruption caused the loss of two villages on the island, Bangaeira and Portela, which were buried by lava. It also caused road blocks and destroyed the main Fogo Nature Reserve building, and the lava burned other homes and farmlands.

The UN response was intense and consisted of the rapid mobilization of additional UNDP and UNICEF funds. It also led to the response of the international community on the island, the mobilization of other resources by UNDAC/OCHA, FAO, WHO, AfDB, foreign embassies and the compilation of the Post Disaster Needs Assessment (PDNA).

Prior to this experience, the UNDP had already successfully mobilized emergency resources in 2013 to **mitigate the consequences of heavy flooding** in the Municipality of São Miguel on the island of Santiago. The two major donors that committed to provide resources for disaster protection are JICA of Japan and Luxembourg Cooperation.

Other major emergencies that required a rapid response (in this case led by UNICEF and the UNFPA) to help national authorities were the **Ebola crisis** (2014) and the **Zika** epidemic outbreak (2015). The regional Ebola epidemic of 2014-2016 was the largest outbreak of the Ebola virus disease, which originated in December 2013 in Guinea and subsequently spread to the countries of the region. Cabo Verde fortunately was not affected directly, but the entire operation for epidemic prevention was prepared. UNICEF and the UNFPA provided technical assistance, and health equipment and security kits were also bought.

In terms of response to specific and programmatic requests not foreseen in the planning phase, the country stands out for its quality and the successful execution of its response to developing the **2015-2030 National Strategy and Action Plan for the Conservation of Biodiversity**⁸. It was not a product to be covered; however, given its strategic importance at the time the opportunity arose, the UNDP succeeded in obtaining the necessary resources thanks to funds from GEF. Therefore, the design, formulation, approval and communication of the document were carried out, allowing for its implementation and transformation into a fundamental document. It has become a national reference.

⁸ MAHOT, 2014. Estratégia Nacional e Plano de Ação para a Conservação da Biodiversidade 2015-2030. Direção Geral do Ambiente, Praia – República de Cabo Verde, p. 100.

4.2 Effectiveness criteria

The analysis of the effectiveness criteria determines the degree to which the expected outputs were achieved and the extent to which these products have contributed to the achievement of the planned CCPD results.

The key question regarding the effectiveness criteria is as follows:

To what extent have the CCPD outputs been achieved, and to what extent have the outputs contributed to the achievement of the CCPD outcomes?

In order to answer the question fully, there are findings related to the following aspects:

4.2.1 Effectiveness in achieving outputs and outcomes

In order to analyse the results achieved in terms of efficiency, it was decided that a structured order of result presentation similar to the CCPD results matrix framework should be followed. As such, each agency's intended outcomes and goals would be presented followed by the results achieved and the evaluation analysis of the performance during the period.

The analysis is structured in terms of outcomes as presented in Section 2.3.1 of this document, and includes the corresponding approximations with the expected outputs within each framework result.

In order to allow for a more executive understanding of this section, due to the large amount of information related to each outcome and output, the results are presented in accordance with a traffic-light colour scheme.

Table 7: Effectiveness matrix - colour legend

Outcome description	
Output description	
Indicators	Target achieved
	In Progress
	Not achieved

Note: some of the colours, (e.g. that for “not achieved”) have also been used to point out certain issues, for example, when an indicator was not well defined, had no baseline or did not have a target.

A) United Nations Development Program (UNDP)

Focusing on the strategic plan poverty reduction area and MDG achievement:

Outcome A.1: Technical assistance on data production and analyses, poverty and vulnerability, policy formulation on trade reform, decent employment and poverty reduction strategies.

This wide outcome related to the technical assistance provided by the UNDP can be divided into two, in accordance with the related indicators and the outputs that were outlined. As such, there is:

a) All the work related to poverty and vulnerability, in which the main indicator is:

Outcome indicators	Baseline	Target	Result achieved
Conditional cash transfer (CCT) programme implemented.	Non-existent	CCT programme designed and implemented	CCT programme designed.

And the intended output correlated was:

Output A.1.1: technical analyses of poverty/vulnerability/equity for poverty reduction options including CCT programme design.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	Vulnerability study & micro-finance impact study

The option for a cash transfer programme was jointly prepared by the UNDP and UNICEF, the UNDP International Policy Centre for Inclusive Growth and the IPEA (Applied Economic Research Institute) through south-south cooperation with Brazil. Although **the output was not fully achieved**, intense work was carried out, the programme was designed and the policy and legislative reform proposals were tabled for approval. Important achievements include the Vulnerability Study, two other related analyses (on Cabo Verde's fiscal space and effective Conditional Cash Transfer programme scenarios), and the micro-finance impact study financed jointly by the UNDP and Luxembourg, analysing the role of micro-finance in promoting growth and decent jobs.

There is further evidence of the wide-ranging support and technical assistance provided by the UN, including:

- ✓ The Growth and Poverty Reduction Strategy Paper (DECRP III) preparation process. Specific training was provided in partnership with the ministry of finance and the World Bank on several issues, including (i) capacity-building in the evaluation of public policies; (ii) the use of socio-economic indicators for the monitoring and evaluation of public policies; and (iii) the use of the ADEPT tool (software developed by the World Bank to analyse the impact of public policies on poverty reduction).

- ✓ The UNDP, together with the UNFPA and UNICEF, is supporting the implementation of the family expenditure and consumption survey that will ensure indicators for the coming years planning process, particularly the National Development Plan and the Sustainable Development Goals.

b) The work related to trade reform and employment, which includes the following indicators:

Outcome indicators	Baseline	Target	Result achieved
% of SMEs benefitting from business development services	Non-existent	10% increase	Technical assistance
% of DTIS projects implemented	0	80%	No data

And the intended correlated output was:

Output A.1.2: SME development strategy for decent jobs.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	No data

In terms of promoting decent jobs and working conditions in the country, there are some milestones related to UNDP assistance on the island, developed primarily in the framework of the Job Creation Project:

- ✓ Legal framework.
- ✓ Data on employment produced on a regular basis (every year) since 2012.
- ✓ First survey on informal sector 9.
- ✓ Institutional capacity reinforcement in terms of planning and monitoring of employment policies.

In addition, technical and financial support was provided for the development of a strategy associated with the creative industries and the export market as a tool for growth and job creation. This initiative has established a link between culture and tourism as a way of maximizing the economic contribution of the sector.

Also in 2014, the UNDP, in partnership with the ILO, helped to strengthen the quality of decentralized support services for employment and employability through the development of an employability manual.

The technical and financial support given to the Employment programme in terms of strengthening data production has resulted in the production of **two main annual reports on the Employment programme**, containing 2014 and 2015 facts and figures.

9 Inquérito ao Sector Informal 2015: INE. <http://www.ine.cv/destaques/view.aspx?n=1114>

Focusing on the strategic plan area of democratic governance:

Outcome A.2: institutional and technical capacity development for public finances, accountability and civic participation.

This outcome was to be measured as follows:

Outcome indicators	Baseline	Target	Result achieved
Programme-based budgeting ratings improved	C+ (PEFA rating)	B (PEFA rating)	Pending
% of accounts judged annually by the court of auditors	36%	+50%	60%

It has two related outputs:

Output A.2.1: technical assistance and capacity-building on medium-term expenditure framework in line with best standards.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	Yes

Output A.2.2: design of new strategy of court of auditors and mobilization.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	Yes

Most of the work related to this outcome and these two outputs of the CCPD was done under the scope of the Pro PALOP project, which aims to *strengthen the technical and functional skills of Supreme Audit Institutions (SAIs), national parliaments and civil society for the control of public finances in the PALOP (Portuguese-speaking African countries) and Timor-Leste (Pro PALOP-TL SAI)*. The project agreement was signed in 2013 between the EU and UNDP in Cabo Verde; the project is fully funded by the European Union and directly managed by the UNDP Cabo Verde.

There are some indicators of positive changes achieved thanks to the technical assistance of the UNDP. These include budget credibility, internal control reports and the administrative and financial autonomy of municipalities.

It is important to note that the first Pro PALOP programme supported the electoral cycles. It resulted in the arrival of more than € 1 million in Cabo Verde between 2010 and 2013. During that period, it supported electoral management bodies (CNE) and government institutions (DGAPE). It also provided support to women members of parliament, the media and information systems.

This project fitted into the electoral participation output. The cycle comprised 2012 and 2013. Over those two years, a number of activities should be mentioned, because they were undertaken during the CCPD period:

Main achievements of the first Pro PALOP project:

- ✓ Creation of a portfolio of electoral officials internationally accredited by BRIDGE.
- ✓ Reinforcement of the electoral database within the broader framework of the SNIAC (Sistema Nacional de Identificação e Autenticação Civil).
- ✓ The first strategic plan for electoral management bodies.
- ✓ The first and only code of ethics and professional conduct for the media covering electoral processes.
- ✓ The study on political participation.
- ✓ Establishment of south-south interchanges and creation of a community in this field. Inception of e-learning courses in the field of electoral administration in Portuguese.
- ✓ Availability of databases and e-learning courses in Portuguese.

The Pro PALOP II project started in December 2013 and comprises the period from January 2014 to 2017. It addresses the external control of public finances and its beneficiaries are the supreme audit institutions, the Parliament (as a whole), the Ministry of Finance (specifically the units responsible for expense reports) and civil society. The project has made significant progress in reinforcing the audit capacity of the executive, specifically regarding budget implementation by the executive.

The project has two components. The first component involves **reinforcing the audit capacity of supreme audit institutions** and supporting the Ministry of Finance, which is responsible for budget transparency (it is important to make fiscal information available), in addition to the introducing good practices for audit documents and opening up supreme audit institutions to the public. In this first component, there was a cross-cutting activity: capacity development. The following were achieved as part of this first component:

- ✓ Publication of the first *code of ethics for public auditors*.
- ✓ Integrated computer system for the management of processes and HR for the court of auditors.
- ✓ Training in public and patrimonial accounting rules, which enabled the court of auditors to play its role of auditor of the African Union.
- ✓ Organization of a high-level seminar in Cabo Verde and consolidation of a regional court of auditors' platform in Portuguese, the official language.

The second component focuses on Parliament and civil society: **legislative audit and public participation throughout the budgeting process**. Activities with the Parliament addressed a more effective parliamentary legislative audit.

The cross-cutting strategy with the Parliament seeks to reinforce budget audit capacity to enable the Parliament to audit the implementation of the budget. To achieve this, a great deal of importance is given to reinforcing the capacity of the parliamentary budget and finance commission, so that it can audit throughout the budgeting process.

In addition to this support, three areas were chosen in which auditing is carried out following an audit budget approach: gender, justice and human development. The work done in the field of **gender-sensitive budgeting** was recognized as a good practice at the international level.

An important aspect in the work with the Parliament was the use of ICT to open up to the public and achieve efficiency and accountability. The system is called SILP (Sistema de Informação Legislativa e Parlamentar). In this regard, Cabo Verde was viewed favourably in Chile at the World e-Parliament Conference. The project is now supporting to the creation of the strategic plan for the Parliament of Cabo Verde.

From 2014 onwards, the capacity of the supreme audit institutions and the Parliament has been reinforced as follows:

- ✓ Access to better information practices and knowledge.
- ✓ Development of capacity: in the context of south-south cooperation, technical assistance has been provided.

Furthermore, in order to improve the performance of public institutions and within the framework of the project entitled “*Quality services enhanced in the public administration*”, the following results were obtained:

- ✓ Capacity development and institutional reinforcement through training and online courses for civil servants. Thirty managers and technicians from different public institutions were trained in 2013 on Common Assessment Framework (CAF) methodology.
- ✓ A CAF project was implemented with the Secretary of State of Public Administration in 2014.
- ✓ The establishment of mechanisms and management tools at the level of municipalities. The implementation of the Municipal Information System (SIM) allows for a considerable reduction in the presentation of accounts for external audit by all municipalities.
- ✓ New framework for the Planning System based on Budget Programme to ensure the efficiency and effectiveness of the public resource.

There is another indicative CCPD output related to this area of democratic governance:

Output A.2.3: technical assistance to civil society on Poverty Reduction Strategy Paper alternative reporting.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	No alternative report produced yet

Although the specific report has not been completed, there have been some other activities and achievements related to this topic:

- ✓ In 2013, at the government's request, the UNDP supported the creation of a **new political parties' law**. The UNDP also assisted with the organization of a parliament reform forum.
- ✓ An international forum on social protection and inclusive growth was jointly organized by the UNDP and UNICEF.
- ✓ In addition, a general directorate of electoral logistics strategic plan and an NGO platform strategic plan were drawn up to ensure transparent elections and promote civil society participation.

Focusing on the strategic plan area of poverty reduction, MDG and green growth:

Outcome A.3: informed advocacy and policy dialogue, capacity-building of local actors for participatory planning and implementation in the context of climate change risks and opportunities.

Outcome indicators	Baseline	Target	Result achieved
# of validated national MDG analyses implemented	2	7	4
# of local MDG action plans implemented	0	10	0
# of gender-based municipal development plans	1	10	2

This outcome has three related outputs:

Output A.3.1: technical assistance and institutional capacity-building for the MDG-based municipal development plans and territorial planning scheme.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	Not implemented

There was no implementation related to this output.

Output A.3.2: technical analysis for gender-based municipal development plans.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	Two municipal plans

Two municipal plans were developed with UNDP support: the *Municipal Strategic Plan of Paul* in Santo Antão and the *Municipal Strategic Development Plan of Brava*. Also, the UNDP supported civil society organizations in piloting approaches to the economic empowerment of rural women. The UNDP in partnership with UNFPA and UNWomen supported the **network of women parliamentarians**, considering its role in voicing gender issues and its potential to influence decision-making.

There were training sessions on Boavista, Sal, Santo Antão, São Vicente and Fogo aimed at strengthening the capacity of local communities, CSOs, local and central officials, community organizers and extension workers in mainstreaming gender perspectives into all relevant tools for effective protected area management.

Output A.3.3: advocacy for partner interventions in the context of climate change, risks and opportunities.

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	Three national policies and several municipal development plans

The political advocacy interventions led the UNDP to play a role in promoting awareness on climate change, its risks and opportunities. The UNDP produced a significant amount of knowledge products during the programme cycle which have been used to take the first steps towards integrating climate change in national and local development plans and policies and to train and raise awareness among different sectors of the population: ministry and municipal officials, students, journalists and members of parliament. This advocacy was translated into three main policies: the 2012-2016 Growth and Poverty Reduction Strategy (DECRP III), the Food Security and Nutrition Plan (PANSAN)¹⁰ and the Agriculture Policy (PNIA)¹¹.

¹⁰ Atualização da Estratégia Nacional de Segurança Alimentar e Nutricional para o horizonte 2020

¹¹ Programa Nacional de Investimento na Agricultura (PNIA)

Related to the strategic plan area of energy, environment and green growth:

Outcome A.4: support to policy formulation and information-gathering for key sectors, continued institutional support and capacity-building of civil society organizations (CSOs)/community-based organizations.

Measured by the following indicators:

Outcome indicators	Baseline	Target	Result achieved
# of new marine and land protected areas with management plans	3	13	14
% of national, local and sectoral laws in line with international commitments/agreements	NA	50%	Basic environment law and other regulations
% of women currently involved in sand extraction for income now benefitting from alternative income generating activities	NA	50%	748 farmers (10% women) benefitted with better access to groundwater

The work undertaken to achieve this outcome has been diverse and intense in accordance with the importance of the strategic area and the priority given by the Government of Cabo Verde to environmental issues, as well as the global policies of the UN agencies.

In the area of environmental governance, the programme worked on creating a more tailored legal and institutional framework to respond to Cabo Verde's development challenges and to ensure better coordination with the tourism, fishing and agriculture sectors. Of particular note is the revision of the law on protected areas and the proposal of the **legal and institutional framework of the Autonomous Authority of Protected Areas**, as well as a set of regulatory laws and decrees on the creation of protected areas in Cabo Verde.

The development of an integrated conservation approach to biodiversity was implemented by the public and private sectors. **A total of 17 protected areas (marine and land)** were created and operationalized, representing about 30,545.5 ha (23,522.5 ha of land and 7,023 ha of marine areas). Associated to these new protected areas, their respective management plans (13), environmental monitoring plans (13), business plans (13) and eco-tourism plans (13) were prepared, as well as the legal framework governing all interventions and options defined in protected areas and buffer areas. In addition, the legal limits of 31 new protected areas, the first condition for the legalization of protected areas, were defined.

In terms of strengthening the financial sustainability of the system, a study of the economic and financial viability of the system of protected areas in Cabo Verde was completed and validated and a set of scorecards allowing for the follow-up of interventions was established.

The following outputs outlined in the CCPD are related to those indicators:

Output A.4.1: integration of climate change and disaster risk reduction (DRR) into territorial plans

Output indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	National Risk Information System

A change in strategy began during this period after the formulation of the CCPD. From territorial plans, the efforts shifted to risk assessment and mapping based on the idea of building a National Risk Information System. This new approach to DRR and climate change occurred in order to know the risks, based on evidence, to better manage disaster.

Traditionally, the UNDP provided capacity-building programmes for the Civil Protection Unit, but in 2012 the paradigm changed. There was a move towards working with the Cartography and Land Registry Unit to focus on the knowledge of national disaster risk for prevention. A national hazard profile was one of the first milestones achieved. But it is important to highlight that **the impact of DRR advocacy** and the interventions made it possible to achieve institutional capacity development on risk assessment, recovery and planning at all levels: national, municipal and within the Civil Protection Unit. It will also allow for the achievement of the first national strategy on DRR by the end of 2016.

The intended **hazard mapping** plan took longer than expected but after two years it was completed. Meanwhile, a number of other important initiatives took place, including:

- ✓ Four greenhouses with drip-to-drip irrigation systems were installed on the islands of Santo Antão and Santa Cruz to pilot protected crop cultivation and demonstrate the advantages of reducing vulnerability to climate variability, extreme events, plagues and diseases.
- ✓ The UNDP-supported Lagoa community benefitted from a new water distribution network (spanning 9 km). 120 households currently benefit from freshwater that is safe for consumption. Previously, water was transported to this high-mountain community by water tank or collected by women and children from distant lower-catchment wells.
- ✓ Integration of climate change adaptation and mitigation approaches piloted on two islands: two solar water pumping systems were installed with farmers' associations on the island of Santo Antão; one solar system to allow for the recycling of wastewater for agricultural purposes was installed at the outlet of the municipal wastewater treatment plant in Santa Cruz (Santiago island).

Output A.4.2: National institutions and CSOs trained and strengthened in environmental management.

Output Indicators	Baseline	Target	Result achieved
Not defined	Not defined	Not defined	Specialized training for 30 journalists

In this area, the approach taken was that of working with community-based associations, seeking not only to disseminate good practices but also to improve environmental governance. One of the main achievements was the implementation of good practices in horticultural production with the use of drop-by-drop irrigation in partnership with community associations. A total of 19 communities from the islands of Santiago and Santo Antão benefitted, and there was a direct impact on 748 farmers (10% of whom were women).

In the area of conservation, a programme for the control and elimination of invasive species was implemented with grassroots organizations, thus allowing for the conservation of natural ecosystems and endemic species in Cabo Verde. In the Fogo Nature Reserve, a total of 26 ha were cleared of invasive species (IAS); in Santo Antão, 13 ha were cleared; and in Saint Vincent, 3 ha were cleared.

Another area of intervention related to reinforcing the CSO surveillance programme on beaches during the nesting period of sea turtles. Indeed, on the islands of Boavista and Sal, a considerable increase in the number of nests was registered (22,366 on Boavista and 285 on Sal in 2014), representing an increase of 394% compared to 2012. There was a substantial decrease in the number of catches and deaths among this threatened species thanks to the involvement of communities in the surveillance.

Other institutions and civil society organizations were also trained within the framework of the different projects developed. These included:

- ✓ Specialized training for 30 journalists to increase knowledge on climate change and relevant environmental issues.
- ✓ The UNDP made it possible, through pilot programmes, for recycled wastewater to be channelled to irrigate new agricultural land in Santa Cruz.
- ✓ With UNDP support, the public University of Cabo Verde (UniCV) completed a historical disaster inventory to identify and characterize disasters in the country since 1900. This inventory will feed into the national disaster database.

B) United Nations Population Fund (UNFPA)

The UNFPA results framework in the CCPD has three main outcomes:

Outcome B.1: national and local institutions address disparities in sexual and reproductive health and rights, especially among young people and women.

This outcome has two main related indicators:

Outcome indicators	Baseline	Target	Result achieved
Policies and strategies at the central level integrate the needs of local and special groups, in line with the Programme of Action of the International Conference on Population and Development (ICPD)	0	2 (health and youth)	Youth Strategic Plan (2012-2017) National Health Development Plan (2012-2016)
Percentage of family planning programme costs, including purchase of contraceptives, covered by the national budget	0	100%	100% (in 2016)

There were two strategic plans developed and aligned with the ICPD: the *Youth Strategic Plan* and the *National Health Development Plan*¹². The latter was budgeted for the first time with ONEHEALTH (a standard tool for this purpose that helps to ensure equity and transparency in resource allocation).

Also of note is how the **support protocol for HIV/AIDS was updated** in accordance with the new WHO recommendations and capacities were reinforced for the empowerment of health professionals responsible for implementation. **The Multisectoral Coordination Mechanism for HIV-AIDS (CCM) was restructured** to respond to the challenges in terms of institutional arrangements and the HIV-AIDS context in the country. The UN has been a very active partner of the CCM. **The revision of the HIV-AIDS Strategic Plan (2012-2015)**, undertaken with support from the UN Working Group on HIV/AIDS, took place in 2014.

It is important to highlight the UNFPA's phasing-out with regard to contraceptives. A protocol between the UNFPA and the Government was signed and the conditions for phasing out were respected by the Government, with a progressive increase from 25% in 2013 to 80% in 2016 of contraceptives covered by national budget. The Government uses the UNFPA procurement system for purchasing.

¹² Plano Nacional de Desenvolvimento Sanitário 2012-2016

<http://www.minsaude.gov.cv/index.php/documentosite/238-plano-nacional-de-desenvolvimento-sanitario-vol-i/file>

Output B.1.1: by 2016, intersectoral partnerships, especially in the health, education and youth sectors, are reinforced to improve responses to the needs of young people in the areas of sexual and reproductive health and rights and HIV prevention, especially for young women.

Output indicators	Baseline	Target	Result achieved
Percentage of adolescent pregnancies	15% (2009)	To be determined	18% (2014)
Contraceptive prevalence rate among young people	23% (2005)	To be determined	20%
Percentage of young people with access to reproductive health services at youth centres and health centres, including those operated by non-governmental organizations (NGOs)	Not available	50%	No data
Number of sectoral contingency plans that are gender-sensitive	0	2	0
Percentage of institutional deliveries	To be determined	To be determined	97%
Percentage of HIV-positive pregnant women who have access to services that prevent mother-to-child transmission of HIV	85%	95%	98%

Several activities and achievements were accomplished in this area:

- ✓ Up to 96% of experts from the maternity and neonatal services at the Hospital Regional de Santiago Norte were trained in emergency obstetric and new-born care.
- ✓ The **UNFPA covered 98% of requirements for modern contraceptives.**
- ✓ The continued support of the UNFPA, in partnership with UNICEF, to the programme entitled *Preventing mother to child HIV transmission*, which provides access to ARV treatment for HIV-positive women and monitors their children, prevents new infections **and has ensured that more than 95% of pregnant women have taken HIV tests through public services, with all positive cases given free access to anti-retroviral drugs.**
- ✓ The UNFPA continued its support for youth centres and other spaces for youth counselling regarding reproductive health issues through capacity development and access to services. The work continues for better integration of services and counselling, including those related to HIV-AIDS.
- ✓ The coverage of reproductive health services for adolescents and youth in youth centres was expanded to four more municipalities in 2012. With UNFPA support, 75% of youth centres in the country provide sexual and reproductive services, counselling adolescents on reproductive health, including HIV-AIDS.

Output B.1.2: by 2016, 100% of family planning financing is borne by the national budget.

Output indicators	Baseline	Target	Result achieved
Percentage of contraceptive costs that are covered by the national budget	0 (2012)	40% (2014)	70%

- ✓ The study on National strategies for financing universal health coverage was carried out and validated by relevant stakeholders, including the Ministries of Health and Finance, the National Institute of Social Welfare, Parliament, the private sector and development partners.
- ✓ Technical support was provided by the UNFPA for capacity-building for the development and implementation of a national strategy on health financing with a view to achieving universal coverage.

Output B.1.3: by 2016, health structures, especially reproductive health structures, provide services that meet minimum standards of quality at both central and decentralized levels.

Output indicators	Baseline	Target	Result achieved
Percentage of unmet needs for family planning	10% (2005)	5%	Survey not conducted
Percentage of users satisfied with reproductive health services	To be determined	50%	Survey not conducted

There are no specific data on the two indicators because there was no specific survey conducted to measure them, due the delays in the implementation of the Demographic and Health Survey (IDSR III). However, improvements in quality standards were achieved thanks to some important interventions:

- ✓ An audit system of maternal deaths was established, resulting in 100% of maternity and neonatology services experts trained in obstetric care and neonatal emergency techniques.
- ✓ Improvement of services with equipment for better quality provision. Thanks to UNFPA and UNICEF support in the context of MDG Acceleration Plan, the maternity and neonatology services of two central hospitals and three regional hospitals were fitted out to reduce maternal and neonatal deaths. For example, the hospital of Praia, responsible for more than 40% of deliveries, reported a decrease of more than 50% in neonatal mortality.
- ✓ Support was provided for the computerization of live births.

- ✓ Support was provided to improve data on immunization coverage and to help establish a sanitary information and integrated management system, which, when operational, will generate data for the National Health Observatory.
- ✓ The information system on morbidity was updated for non-communicable diseases, in conformity with international standards.
- ✓ Support was also provided for the improved treatment and dissemination of data through the design and publication of the Health Profile of Cabo Verde, under the African Health Observatory, as well as the inclusion in the 2011 health statistical report of indicators on the quality of prenatal care, births and new-born characteristics.
- ✓ The UNFPA supported the evaluation of the procurement system for reproductive health supplies and new tools for supplies and medicine management were introduced (CHANNEL¹³).

Outcome B.2: policy-makers and NGOs make better use of disaggregated data at national and decentralized levels for decision-making on population dynamics and reducing disparities.

Outcome Indicators	Baseline	Target	Result Achieved
Percentage of data and information systems on population dynamics and the reduction of disparities disaggregated at national and local levels	Data are partially disaggregated	At least 50% of new data are fully disaggregated	All data produced by INE are disaggregated by sex and region

As explained above, the production of evidence and statistical data was necessary for the country, and collaboration dynamics have always defined joint strategies as a means of aligning country needs and international objectives. By way of an example, the 2012 National Statistical Development Agenda (AED¹⁴) was assessed in 2016 and achieved 84% of completion, thanks in part, to the capacity-building and support provided by the UNFPA to the INE.

¹³ CHANNEL is a computer software program for managing health supplies. The system allows individual warehouses to track their supply stock as soon as commodities enter or leave storage, and to generate simple reports and requests. It was installed in all drug depots in Cabo Verde at central and regional level.

¹⁴ Agenda Estatística para o Desenvolvimento (AED) 2012-2016
http://www.ine.cv/actualise/publicacao/files/7354144143042014ENDE_2012%20-%202016.pdf

Output B.2.1: by 2016, the capacity of national and subnational statistical institutions is reinforced to better integrate indicators related to the Millennium Development Goals and the Programme of Action of the ICPD.

Output indicators	Baseline	Target	Result achieved
Number of key Millennium Development Goals and ICPD indicators, disaggregated by gender, age and geographical area, which are integrated into existing information systems and databases	1 (education)	4	4
Percentage of Millennium Development Goal indicators produced using comprehensive data disaggregated by sex, age, urban/rural area and municipality	0%	70%	All MDG indicators produced since 2012 can be disaggregated

UNFPA support can be seen in several activities:

- ✓ It supported the creation of the 2010-2030 demographic projections, vital for long-term development planning and based on which health and education indicators were updated.
- ✓ In partnership with the UNDP, it supported the National Institute of Statistics (INE) in its first comprehensive statistical operation under the Multi-Objective Continuous Survey (IMC). Since 2012, the country has produced annual basic data on living conditions and employment. Also, according to needs, specific modules were included (governance and parental practices in 2013 in partnership with UNDP and UNICEF).
- ✓ In partnership with UNWOMEN, the country produced, for the first time, the *Time Use and Unpaid Work Survey*¹⁵. The results of the survey made it possible to set up an inter-ministerial national working group to design and propose gender-sensitive social policies and generate consensus on the requirements for the design and implementation of a national care system.
- ✓ In partnership with UNICEF, it supported the Ministry of Education in the implementation of the first ever school census, as well as the production and dissemination of education statistics.
- ✓ The UNFPA, in partnership with other UN agencies, is supporting the implementation of the *Family expenditure and consumption survey* that will

¹⁵ Inquérito sobre uso do tempo e trabalho não remunerado. INE 2012

<http://www.un.cv/files/uso%20do%20tempo.pdf>

ensure indicators for the 2016 planning process, particularly the Poverty Reduction Strategy (PRSP IV) and the Sustainable Development Goals.

Outcome B.3: The rights and multisectoral needs of women and young people are incorporated into public policies, poverty reduction plans and expenditure frameworks.

This outcome has two related indicators:

Outcome indicators	Baseline	Target	Result achieved
The multisectoral needs of women and young people are better reflected within the third national growth and poverty reduction strategy paper	Needs are partially integrated into second paper	Needs are fully integrated into third paper	Not fully integrated
Multisectoral mechanisms are in place to monitor and reduce gender-based violence	Gender-based violence networks in 8 of 22 municipalities	Strengthened national coordination, wider local coverage (over 50%, 11 municipalities)	19 municipalities

And it also has three main outputs:

Output B.3.1: by 2016, all key sectoral policies address the needs of young people in a changing environment.

Output indicators	Baseline	Target	Result achieved
Number of sectors that address issues related to young people and encourage the social participation of youth in programme areas, as called for in the 2012-2016 strategic plan for youth	0	4	4

Four main sectoral policies have addressed the issues related to young people: health, youth, education and civil society.

It is important to highlight the **Strategic Youth Plan**, which was fully funded by the UNFPA. Also, thanks to UNFPA funding, an assessment of youth centre activities, since their establishment up until 2015, was carried out to determine whether they have met the needs of young people.

Also of note is the change in approach to the issue of the sexual and reproductive health of adolescents. Internal coordination between the programmes was strengthened, along with the focus on the issue. The **Adolescent Health Programme** was created by the Ministry of Health, based on the primary healthcare approach, and contributed to providing 60% of healthcare facilities with the technical expertise and equipment necessary to meet and respond to the specific needs of youth, taking into

account the increased demand for healthcare services by adolescents/young people and also with a view to reducing the pregnancy rate in adolescent women.

The results of the **census of youth organizations** were presented in 2013. This allowed youth organizations to improve their organization and participation in political and social life. The UNFPA also supported efforts to have a youth organization website to enable organizations to promote their themes and foster youth participation in topics of interest.

A technical paper on strategies and good practices to promote youth employment was prepared and shared with national authorities as a contribution to the National Conference on Employment in 2014.

In addition, innovative approaches and initiatives are being developed to promote youth inclusion, e.g. the “Promoting Social Inclusion for Young People” aiming at improving the capacity of local organizations working in marginalized neighborhoods to discourage drop-out and propose ways to return to school, was recognized during the first UNDP Innovation Knowledge Fair as the 4th most innovative among 53 projects submitted from all over the African continent.

Through a South-South partnership and a community-based approach the project use innovative interventions, such as the promotion of artistic expression, school and professional guidance and social support to address critical problems faced by youth, particularly those related with social exclusion vis-à-vis the educational system. Managed by the Minister of Youth and selected local NGOS in Cabo Verde, the project is supported by UNDP, UNFPA and UNICEF and the Brazilian Embassy in Cabo Verde. The Brazilian NGO AfroReggae has been involved in this project because of its successful community work in the slums of Rio de Janeiro, Brazil.

Output B.3.2: by 2016, strengthened multisectoral mechanisms are operational to reduce and respond to violence against women and girls.

Output indicators	Baseline	Target	Result achieved
Percentage of women aged 15-49 who have experienced domestic violence during the past 12 months	20%	To be determined	No data

Output B.3.3: by 2016, civil society, media, women and men in programme areas promote responsible sexual behaviour and prevent violence against women.

Output indicators	Baseline	Target	Result achieved
Percentage of women and men aged 15-49 who agree that a husband or companion is justified in hitting or beating his wife or companion for specific reasons	17% women, 16% men (2005)	To be determined	No data

Number of communication programmes on sexual behaviour and gender violence implemented	0 (complete)	3	2
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These two outputs concentrate the UNFPA's efforts and seek to promote correct gender and sexual behaviour to prevent violence against women and girls. There have been multiple activities related to the topic:

- ✓ The UNFPA, in partnership with UNWOMEN, supported the **implementation of the Gender-Based Violence Law**.
- ✓ The UNFPA supported the network of women parliamentarians, considering their role in voicing gender issues and potential to influence decision-making.
- ✓ The Centre for Research in Gender and Family (CIGEF) at the University of Cabo Verde (UniCV) has been strengthened through technical assistance.
- ✓ Integration of human rights and gender standards in the second National Action Plan against Gender-Based Violence (NAP).
- ✓ Gender-based violence (GBV) and GBV legal training sessions were conducted on eight islands and in 14 municipalities in 2013 and, with UN support, the Ministry of Justice, in partnership with ICIEG, developed a pilot initiative to work with GBV offenders.
- ✓ The UNFPA, in partnership with UNDP and ICIEG, trained 39 women candidates (both elected and unelected) on gender and women's political participation with a view to strengthening the capacities of representative women leaders.
- ✓ The Minimal Set of Gender Indicators consolidated by the National Institute of Statistics (INE) and the Cabo Verdean Institute of Gender Equality and Equity (ICIEG) was reviewed and became more comprehensive with technical support from the UNFPA.
- ✓ The National Plan for Gender Equality (PNIG) and the second National Plan to Combat GBV were drawn up and technically validated.

C) United Nations Children's Fund (UNICEF)

The matrix of the expected results of UNICEF presented in the CCPD consists of four outcomes, each accompanied by multiple indicators, but no concrete associated output. However, the outputs were defined in the VISION¹⁶ planning structure, linked to the IR of each outcome, and they guided the programme for the entire cycle.

¹⁶ The SAP-based ERP system used by UNICEF.

Outcome C.1: women and children have equitable access to national and decentralized health services, reinforced for increased quality.

This outcome focused on health services and comprised six indicators, although not all of these were fully constructed and some of the baselines and targets were not defined.

Outcome indicators	Baseline	Target	Result achieved
Percentage (%) of children and women with access to basic health services (to be analysed by sex, age, municipality, urban/rural, quintile)	Not available	To be determined (TBD)	100% (access to basic health services is tax-free)
% of children under the age of one vaccinated with three doses of combined diphtheria/pertussis/tetanus vaccine (DTC3) and Penta3	2009: DTC3: 94% Penta3: not available	2016: 95%	Penta 3: 92.3% (2014)
% of institutional deliveries	2005: 78%	2016: 90%	97%
% of anaemia among children under the age of five (to be analysed by sex, age, municipality, urban/rural, quintile)	2009: 52%	TBD	No data
% of HIV-positive pregnant women with access to prevention of mother-to-child transmission of HIV	85%	95%	98% no data
% of families that adopt at least two essential practices	-	-	No data

The tasks carried out in the health area have been extensive and a number of important goals and progress have been achieved:

In terms of **maternal and child health**:

- ✓ Infant mortality: 20.3 deaths x 1,000 live births in 2014, compared to a previous rate of 23 deaths x 1,000 live births in 2011¹⁷;
- ✓ Neonatal Mortality: 10.8 deaths x 1.000 live births in 2014, compared to a previous 14.1 in 2011¹⁸.
- ✓ Maternal mortality: 9.4 deaths x 100,000 live births, compared to a previous 48.4 deaths x 100,000 live births¹⁹.

¹⁷ Relatório estatístico do Ministério da Saude. 2014.

¹⁸ Ibid.

¹⁹ Ibid.

- ✓ The rate of institutional deliveries is above 97%. However, there are problems when it comes to monitoring pregnancy before three months.
- ✓ In partnership with the UNFPA and in the framework of MDG Acceleration Plan, the maternity and neonatology services of two central hospitals and three regional hospitals were fitted out to reduce maternal and new-born deaths. For example, the hospital of Praia, responsible for more than 40% of deliveries, reported a decrease of more than 50% in neonatal mortality in one year.
- ✓ Training courses for obstetricians and the development of therapeutic protocols for obstetric care have contributed to the decrease in neonatal mortality. Nevertheless, perinatal infections remain a serious problem in some hospitals. There is still no national coverage in the quality of perinatal care. However, the Agostinho Neto hospital, which is the national reference for maternal care, reduced its perinatal mortality rate by 50%. UNICEF, in partnership with the UNFPA, provided support in terms of equipment, supplies, pharmaceuticals, training and clinical practice guides.
- ✓ 100% of experts from the maternity and neonatal services at the Hospital Regional de Santiago Norte were trained in emergency obstetric and new-born care.

In terms of **vaccination**:

- ✓ With the collaboration of UNICEF, the country ensured the reduction of child morbidity from vaccine-preventable diseases. It strengthened the capacity of the Expanded Programme on Immunization in the field of programme management and effective vaccine management (GEV).
- ✓ Following the major world and regional strategies for the elimination and eradication of diseases, the country introduced new vaccines for polio, measles and rubella through its own financial means under the vaccine independence agreement promoted by UNICEF.
- ✓ The Injectable Polio Vaccine (VPI) Introduction Plan was developed.
- ✓ The Oral Trivalent Polio Vaccine (VPOt) for the Oral Bivalent Polio Vaccine (VPOb) National Replacement Plan was developed and saw effective implementation during 2015 and 2016 with support from UNICEF and the WHO. Cabo Verde has not been included in the map of countries with polio since April 2015.
- ✓ Efforts are under way for the development of the Multi-Year Full Vaccination Plan (PPAC) 2016-2021.

- ✓ The Immunization Information System has been enhanced with the effective use of the DVD-MT tool for recording and reporting immunization data at central and decentralized levels.
- ✓ Despite efforts in this area, the vaccination coverage rate in children under the age of one is still lower than expected (95%) and should be increased. This is caused by the quality of vaccine registry data, internal mobility of children at the national level and the demographic issue caused as a result of using the 2010 population census as the indicator for calculating basic demographic projections. Improve the quality of administrative data could help to a better performance on this issue.

However, the country still faces challenges in this area; for example, the introduction of the new RV vaccine (antirotavirus) and PCV (pneumococcal) that would reduce the morbidity and mortality of children under the age of one and could prevent about 12% of child deaths caused by gastrointestinal and respiratory problems.

In terms of **ICT for health**:

- ✓ Support was provided to help with the establishment of a **Sanitary Information and Integrated Management System**, which allows for the computerization of live births from 2009.
- ✓ Support was provided to improve data on immunization coverage.

There are also some other important issues that contributed significantly to this outcome:

- ✓ The creation of the first **Human Milk Bank** in Africa at the Agostinho Neto hospital, supported by UNICEF and the Brazilian Cooperation.
- ✓ Significant **reduction in HIV vertical transmission** from mother to child from 15% in 2010 to 2.9% in 2014.
- ✓ Creation of the **strategic plan for the development of the Ministry of Health** and its healthcare network, integrating child health in a lifecycle approach: *Plano Nacional de Desenvolvimento Sanitário 2012-2016*²⁰
- ✓ Food fortification was introduced in Cabo Verde with UNICEF support as a sustainable strategy to reduce anaemia, which affects 52% of children under

²⁰ Ministério da Saúde, December 2012

<http://www.minsaude.gov.cv/index.php/documentosite/238-plano-nacional-de-desenvolvimento-sanitario-vol-i/file>

the age of five. In this regard, baseline studies were developed, response mechanisms defined and a national home fortification programme established.

- ✓ Several legal reforms in the field of food supplementation (wheat flour and salt) and fortification were developed and adopted by the Government and implementation is monitored on a regular basis.

Related to the UNICEF Strategic Outcome N° 5 towards improved learning outcomes and equitable and inclusive education, the CCPD sets out:

Outcome C.2: increased retention and learning achievements in primary education and improved access to secondary education with a special focus on girls. All children under the age of six have access to quality, well-regulated comprehensive programmes and services for ECD.

There are five related indicators:

Outcome indicators	Baseline	Target	Result achieved
% of primary and secondary school drop-out rates (6-17 years)	2007: 11.7%	2016: 6%	Primary: 8.6% Secondary: 24% (2013)
Completion rate to last primary grade	2009: 94%	TBD	87.40% (2014)
Use of improved school sanitation facilities	87%	96% (urban/rural)	95%
Use of improved school drinking water	87%	96% (urban/rural)	95%
% of children aged 4-6 years attending pre-school	2009: 57%	2016: 72%	83% (2013)

The work developed in this area focused on several initiatives:

- ✓ The establishment of a **UN Joint Programme on Food Security and Nutrition at Schools**, based on a strategic partnership between UNICEF, WFP, FAO, WHO and FICASE. By the end of 2013, the programme had helped improve the quality of school meals for 6,430 primary schoolchildren from 17 schools and set up school gardens for educational purposes at 54 schools on eight inhabited islands.
- ✓ In this programme cycle, UNICEF helped the education sector to relaunch new bases for **the definition of an integrated early childhood development programme** based on evidence and leading to the production of relevant results and regional and international comparability in the area of development of children from 0 to 6 years. In this context, a thorough examination of the early childhood issue in the country was implemented, resulting in the study on the impact of pre-school to acquire the skills needed to enter basic education and

the study of family practice with children from 0 to 6 years. These studies led to the identification of gaps and the most fragile areas and provide the clues to more equitable responses in favour of the integral development of children based on a thorough analysis and definition of scenarios and on a financial simulation model.

- ✓ UNICEF, in partnership with the UNFPA, supported the Ministry of Education in the implementation of the **first ever school census**, as well as in the production and dissemination of education statistics.
- ✓ The **new strategic education plan** adopted a sectoral and integrated vision of education (from pre-school to university) which will not only increase the quality of education and its links to the labour market; it will also decrease the drop-out rate among students moving from primary to secondary education.

There has also been a continued effort to promote the **appropriation of new ICT** in the country, for example, with the Moodle platform and room-to-room multimedia. An important achievement was the electronic system that allows for data registration from computers located at every school, so the Ministry of Education can work and prepare the statistics. These statistics are disseminated via annual statistical reports and the key education indicators document. UNICEF supported the initiative with the acquisition of software and equipment for deployment. It also supported the development of the digital notebook of students (basic data and notes) which facilitates knowledge transmission and consolidates data at the country level.

Outcome C.3: children and adolescents, especially girls and women, are protected from abuse, violence and exploitation through regulatory frameworks and service delivery mechanisms.

This outcome has five related indicators; however, at the time the CCPD was presented, most of the targets needed to be determined.

Outcome indicators	Baseline	Target	Result achieved
% of children under five with birth registration	91.4%	TBD	92% (2013)
% of teenage pregnancy	2009: 14.7%	TBD	18% (2014)
% of women and men aged 15-49 years who agree that a husband/companion is justified in hitting or beating his wife for specific reasons (per urban/rural location, municipality, quintile)	2005: 17% women, 16% men	Not available	Data not available
% of cases of child abuse reported to authorities with adequate case management	Not available	TBD	Data not available

Existence of national policy, financial allocations and local level/municipal action plans for family and alternative childcare, including national implementation of international commitments	Not in existence at this stage	-	Early Childhood programme under development
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The outcome is related to UNICEF's strategic objective of improving and providing equitable prevention and a response to violence, abuse, exploitation and child neglect. The following activities and achievements are of note in relation to this topic:

- ✓ Support for the **reform of the child protection system**, with an emphasis on the legal and institutional reform (the Child and Adolescent Statute [ECA]²¹) to ensure greater efficiency and a faster and more appropriate response to the observance of children's rights in all spheres of public and private life.
- ✓ The UN joint programme on justice for children (UNICEF and UNODC). It started in the second half of 2013 with the aim of:
 - 1) Developing an integrated information system;
 - 2) Building the capacity of relevant institutions dealing with justice for children;
 - 3) Reviewing the legal framework.
- ✓ Implementation of a work plan with a set of recommendations to improve the quality of services and response of childcare centres, in particular emergency childcare centres.
- ✓ Awareness-raising campaigns addressing the hospitality sector, resulting in the creation and adoption of a code of ethics for the tourism sector.
- ✓ Cabo Verde's civil code was approved by its Parliament. It is expected that this will significantly improve the judicial protection framework for women and children, in particular regarding birth registration.
- ✓ The study on the Sexual Exploitation and Abuse of Children (SEA) and related action plan was financed and prepared with technical assistance from UNICEF.

²¹ Estatuto da Criança e do Adolescente – ECA (2013)
<https://www.dol.gov/ilab/submissions/pdf/CaboVerde20141204.pdf>

Outcome C.4: fully disaggregated statistics made available and disaggregated data analysis utilized in support of formulating and reporting on the implementation of key child, adolescent and gender-friendly laws, policies and programmes, including contingency planning.

Outcome indicators	Baseline	Target	Result achieved
Reliable and operational national database to keep track and report on the key socio-economic indicators on the realization of the MDGs	Not available	-	No data
% increase in social expenditure and social protection expenditure (or per capita) relative to the % increase in the overall national budget (or GDP per capita)	Expenditure reviews in 2011 to determine baselines and targets	Expenditure reviews in 2011 to determine baselines and targets	Existing data do not allow for this calculation
% budget execution vs budgeted for basic social services sectors and social protection	-	100% by 2016	Existing data do not allow for this calculation
Number of municipal development plans including investment cases for children and adolescents	Not available	-	No data
Number of child/gender-sensitive sector contingency plans	Not available	-	Change on the implementation strategy

The incomplete construction of these outcome indicators points to the need to build these under the SMART criteria in order to increase future possibilities of achieving the expected results. In this case, none of the proposed indicators could add value to the work done in this area.

As presented in this section, a great deal of effort has been made regarding this topic of reinforcement of national capabilities on statistics and data production.

- ✓ A new approach to disaster risk reduction (DDR) and climate change was adopted by integrating DRR in sectorial plans and strategies.
- ✓ The UNICEF supported studies that helped the Ministry of Youth, Employment and Human Resource Development (MJEDRH) to provide evidence on the impact of social transfers. At the request of the Minister of Youth, Employment and Human Resource Development, the UNICEF supported the design and came up with a proposal for a conditional cash transfer policy.

4.2.2 Unintended consequences

The structure of the logical framework that articulated the CCPD and its alignment with the UNDAF and national objectives and strategies means that, as explained above, achieving the intended results will affect the entire chain of results and contribute to the effects and intended consequences. However, during the execution of a country programme, it is normal that some of the planned actions may have generated unintended consequences, and these may have positive or negative implications for the country. In the case of Cabo Verde's 2012-2016 CCPD, the following consequences were identified ex post:

All the work related to the aim of furthering democratic governance in the country has generated the extensive promotion and dissemination of aspects related to human rights. **There is currently greater sensitivity and ownership by the society of Cabo Verde in terms of what human rights mean** to them.

Similarly, the programmatic aspect related to the training of judges in the administration of justice has generated a result that transcends the activity, with important national implications. **It has shown national stakeholders the current shortcomings of the justice system.** Raising the level of training and knowledge among judges has allowed them to identify shortcomings that were not previously recognized.

Something similar happened in the areas of social protection and employment. The UNFPA **works to develop evidence and data production on social protection and social benefits** has had repercussions beyond the intended plan. The need for a more interrelated programme between those two aspects was highlighted. Facts and figures on the issue that did not exist prior to this CCPD have made it possible to put the issue on the political agenda.

All the work done in the area of **health** has also had some unintended positive consequences, including, for example, for the "Hospital amigo da criança" project. As well as providing accreditation for three hospitals, there was **an improvement in the humanization of delivery of care**, especially in the fields of obstetrics, neonatology and paediatrics.

The activities developed in the field of employment with a focus on **vocational training have revealed a bigger impact on employment** than expected, and this was never previously identified in Cabo Verde.

Another important unintended result, with cultural and social repercussions that provide proof of the success of the programme, relates to all the environmental work carried out by the UN in Cabo Verde over the past few years.

The people who live in or around the new protected areas have become aware of the importance of environmental protection. **They have understood the wealth that protected areas represent and how these form part of their own cultural identity.** By way of an example, women from Sierra Malagueta have created new traditional songs (Batum) with lyrics related to nature and the importance of conservation.

Specific mention should be made of the positive unintended consequences generated by **the collaboration of the three agencies (the UNDP, UNFPA and UNICEF) making up the Joint Office with the National Institute of Statistics (INE)**. The good work conducted and the international promotion of results have **given the INE an unprecedented higher level of recognition abroad**, both in bilateral and multilateral forums. The INE:

- ✓ Has been **selected as one of the three centres of reference for all of Africa** to provide support to the rest of the countries in the use of PDA systems for censuses, due to the 2010 experience supported by the UNFPA that allowed for the use of PDA systems in Cabo Verde for all of the sampling operations with more than 1,200 land agents.
- ✓ Thanks to the funding and capacity-building provided, the INE had all its related digital cartography georeferenced census information in 2013, which is a milestone for the country.
- ✓ The INE has hosted missions by several other African countries seeking to understand the methodology and the critical path that enabled it to reach such a level of development in recent years.
- ✓ Cabo Verde leads²² worldwide methodological discussion on governance statistics related to the SDG16. Through the Praia Group and a **specific UN mandate**, it leads a group of 70 countries.

The Praia Group on Governance Statistics (the “Praia Group”) was created by the UN Statistical Commission in March 2015, to contribute to establishing international standards and methods for the compilation of statistics on the major dimensions of Governance, and to collaborate with the UN bodies and other organizations concerned with specific aspects of Governance statistics.

The Praia Group is one of the few city groups which being hosted and chaired by a developing country; Cabo Verde; through the Instituto Nacional de Estatística de Cabo Verde (INECV).

The UNDP in view of its long-standing commitment to enhance the quality and impact of governance assessments and to strengthen national capacities for the production of high-quality governance data at country-level, has been appointed by the UN Statistical Commission to provide technical and financial support towards the creation and launch of the Praia Group on Governance Statistics.

²² INE of Cabo Verde promotes 2nd Meeting of Grupo Praia on Statistics and Governance in July 2016 in France. <http://inforpress.publ.cv/EN/economia-3/128869-inecv-promotes-2nd-meeting-of-grupo-praia-on-statistics-and-governance-in-july-in-france>

- ✓ Cabo Verde has actively participated in high-level discussions on SDGs at regional and international meetings. During the year 2015, the Government, Municipalities and Civil Society organized several awareness events on SDGs with the support of the three agencies.

In June 2015, the Government, in partnership with the United Nations System, organized a high-level international conference, attended by members of the Government, and authorities from public administration, municipalities, private sector, civil society and representatives of the African SIDS countries, which led to the Praia Declaration on SDGs.

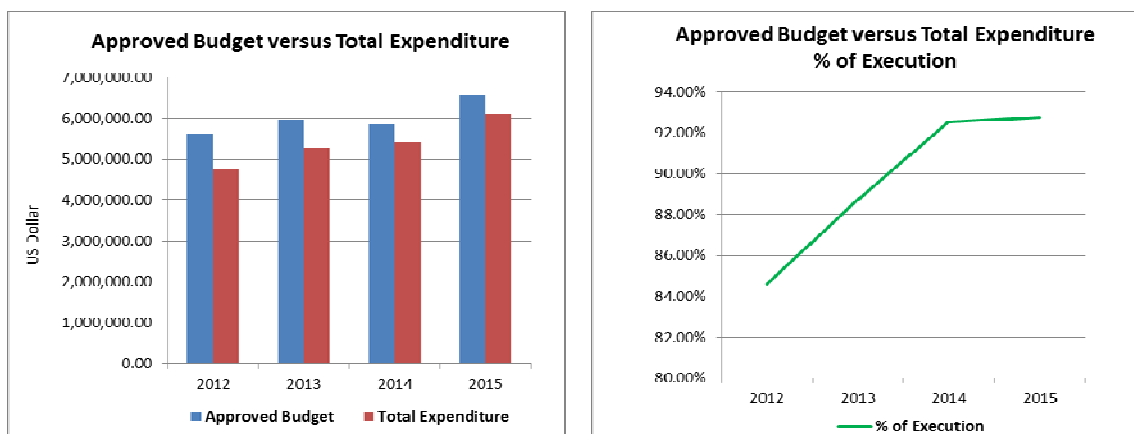
The conference aimed at contributing to the global discussion on SIDS and improving guidance policies in key areas by discussing (i) promotion of national ownership of SDGs; (ii) the integration of SDG into national growth strategies and planning system; And (iii) Innovative forms of financing for development, with particular attention to the specificities of the Middle Income Countries (MIC) and the Small Island Developing States (SIDS).

With the March elections and the change of government, a high level retreat with all Ministers under the leadership of the Prime Minister was organized with the objective of maintaining and deepening the dynamics of the dissemination and integration of SDGs into the national strategic documents and planning processes, for the effectiveness and optimization of the country's development strategies.

4.2.3 Programme Delivery

To complete the effectiveness criteria, it is important to have input on how the programme delivery was executed. In this respect, the following numbers closed each year of implementation during the current programme cycle

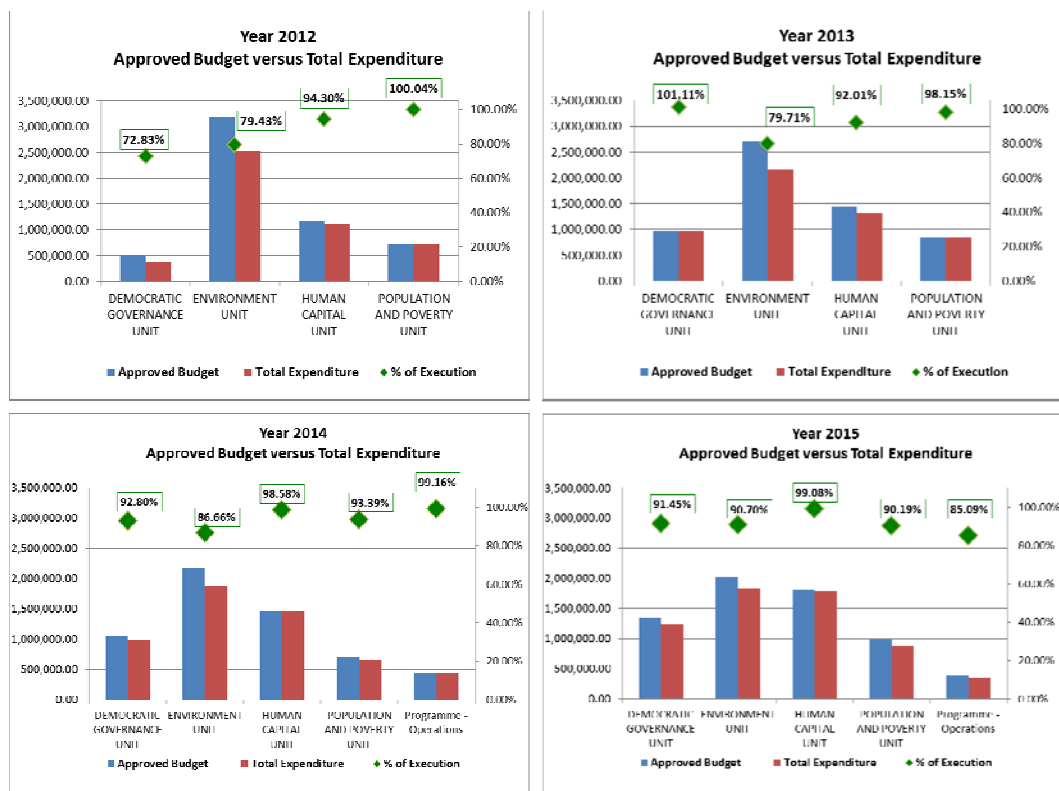
Figure 10: JO approved budget vs total expenditure. 2012-2015 Period



Compiled by Gesaworld. Data Source: Joint Office

There has been a very positive evolution in terms of percentage of execution, with the past two years illustrating over 92% of accomplishment. Looking at the details of each Joint Office programme unit during the period, the data are as follows:

Figure 11: JO Units – programme delivery 2012-2015



Compiled by Gesaworld. Data Source: Joint Office

4.3 Efficiency Criteria

The efficiency criteria examine the extent to which available resources and inputs become results, and observe the extent to which the results and/or direct effects are achieved with the appropriate amount of resources and inputs.

The key question related to the efficiency criteria is as follows:

To what extent was the programme carried out bearing a balance between outputs and inputs, and ensuring that was the most efficient process was being adopted?

In order to answer the question fully, there are findings related to the following aspects:

4.3.1 Appropriate approaches and models in achieving the CCPD results

The main element distinguishing Cabo Verde from other countries from a managerial model point of view is the inception and implementation of the Joint Office, which was responsible for the design and execution of the CCPD.

The Joint Office is currently the only joint office initiative within the UN system, under which three²³ funds and programmes (the UNDP, UNFPA and UNICEF) have agreed to operate under one management. The organizational structure, job descriptions based on the mandates of the three agencies and staff positions of the Joint Office were aligned with UNDP processes, systems and contracting arrangements.

Thus, Cabo Verde became the first pilot Joint Office (JO) of the Ex-Com agencies (the UNDP, UNICEF, UNFPA and WFP) on 1 January 2006. This was a major step in the UN reform towards the harmonization and simplification of UN activities in small countries. Common premises for the UN had already existed since the early 1990s, but a call for further cost-effective and cohesive UN country programmes led to the initiative to merge the organizations of these four agencies into one. In November 2006, the Government volunteered to be part of the DaO UN pilot exercise as recommended by the High-Level Panel on UN System-Wide Coherence, and the One UN programme was launched in 2008. The country is currently implementing the second UNDAF/One UN Programme (CCPD) covering the 2012-2016 period.

Regarding the concept of the Joint Office, it was established in February 2004 by the Executive Committee of the United Nations Funds and Programmes (ExCom) in response to the Triennial Comprehensive Policy Review and ECOSOC resolution calling 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.

²³ The WFP was also part of the Joint Office but it left the country at the beginning of 2011.

As stated in the terms of reference of this evaluation, a joint office model consists of:

A **single UN office** of the participating agencies, led by **one representative** who equally represents all the participating agencies and is also the UN Resident Coordinator.

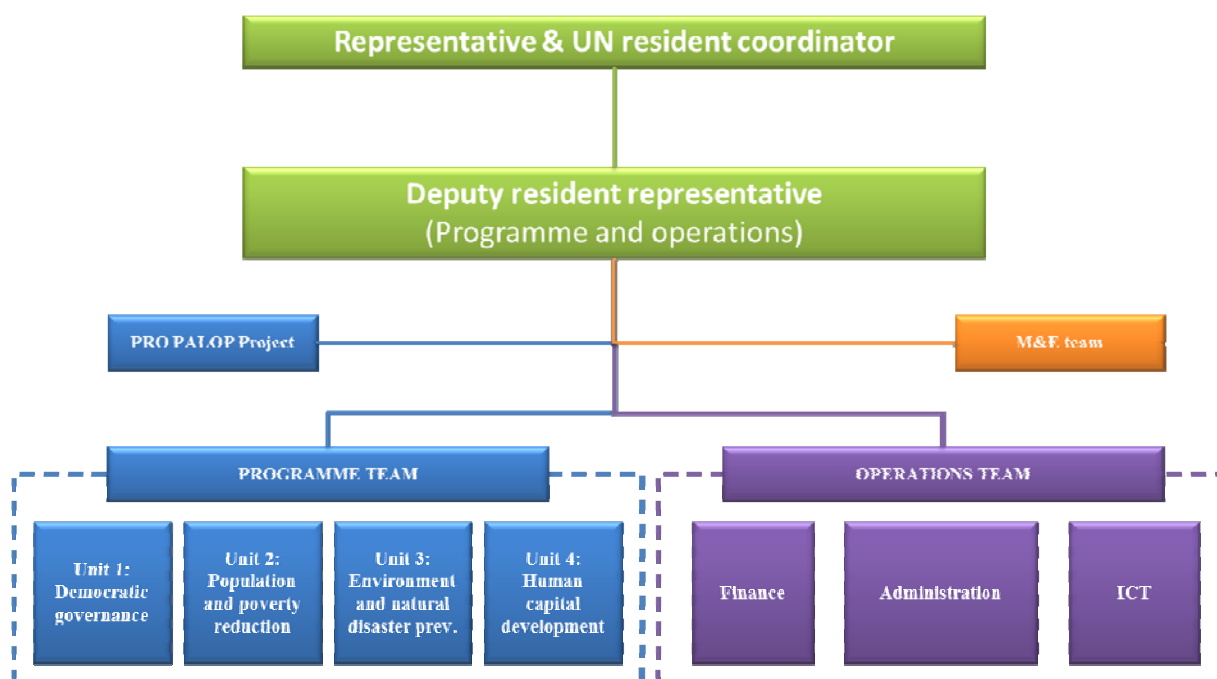
The JO has **one organizational structure** and a **single programme** (Common Country Programme – CCP) encompassing the activities and mandates of the three participating agencies (the UNDP, UNFPA and UNICEF), and uses **one set of business processes, rules and regulations** under a “support agency” arrangement, which, in the case of Cabo Verde, is the UNDP.

The Joint Office is organized into operations and programmes. For programme implementation, the office has four Units: Democratic governance, Population and poverty reduction, Human capital development and Environment, energy and disaster risk reduction.

Before presenting in further detail the elements revealed through the Joint Office model implementation, **it is worth noting that the Joint Office had been described as a positive development by donors and implementing partners**, providing a unified presence as well as more coherent and integrated programme delivery.

The following diagram summarizes the current organizational structure of the JO:

Figure 12: Cabo Verde - structure of the Joint Office of UNDP, UNICEF and UNFPA and of the Resident Coordinator's Office



Compiled by Gesaworld.

As stated in chapter 3.1, to assess the Joint Office model, the evaluation team selected as a reference the framework proposed by Mark Moore, which was adapted to the JO context²⁴. This proposal organizes the value creation process into three core issues: legitimacy and support, public value creation and operational capacity.



The first element of note is that the **JO lacks a legal inception document**. The Joint Office was established in 2006 to alleviate the administrative and procedural burden of the participating organizations and their national partners. It has since operated without a finalized and signed memorandum of understanding (MoU) to provide the participating organizations with a common operating platform in the country.

However, this absence has not hindered the normal functioning of the JO. It limits the managerial capacity of the office, since some processes have not been defined and the competences are not clearly stated, probably limiting the potential efficiency gains of the Joint Office.

Over the past few months, significant efforts have been made to regulate the functioning of the office. A draft MoU existed since 2010, but it was not signed by UNPD, UNFPA and UNICEF at corporate level. In the last months the discussion re-initiated to update and signe the MOU, involving all parts at Regional and HQ level. This is an aspect that has clearly been identified as lesson to be taken into account in the future: the need to establish a regulatory and governance document aimed at setting the basis for the functioning of the office.

The following points set out the main elements for each core issue.

Legitimacy and support: political management

Relationship with the Government.

The JO model is considered as positive in terms of Government positioning. It is an advantage for the JO that the Resident Representative is a unique and diplomatic position, which is also positive in advocacy terms. It allows for the full availability of information and agile strategic positioning.

²⁴ Moore, M. (1995), "Creating Public Value: Strategic Management in Government", Harvard University Press, Cambridge, MA. Moore, M.

Moore, M. (2003), "The public value scorecard: a rejoinder and an alternative to 'strategic performance measurement and management in non-profit organizations' by Robert Kaplan", Hauser Center for Nonprofit Organizations Working Paper No. 18, Harvard University, Cambridge, MA, May. Moore, M.

Moore, M. (2013), "Recognizing Public Value", Harvard University Press, Cambridge, MA.

There were recent general elections in the country, bringing about a change in the ruling party. The same party had been in power for 15 years and the opposition party for all that time is currently in office. The transition was democratic and peaceful. It has been verified that the JO was able to keep the programmatic issues almost completely.

The JO sought to explain the outputs achieved and how these may be used and developed. Before the new prime minister was sworn in, there were meetings to present activities and results.

In terms of the JO model, having just one representative managing a common programme is an advantage, making it possible to ensure good positioning at the political level, particularly because the RR is also Resident Coordinator.

Resource mobilization

The UN defined and developed a resource mobilization strategy two years ago for the UNDAF and it was adapted afterwards for the JO with a Resource Mobilization Action Plan until the end of the cycle. With the new cycle, there will be a Resource Mobilization Action Plan specifically for the JO. At the time of this evaluation, the UN hired a person to develop the Resource Mobilization Strategy, and it is important to note that, in the terms of reference of programme officers, resource mobilization is always included.

Operating with a JO model boosts the capacity for resource mobilization and the creation of partnerships. The office strategy is based on keeping the JO brand by continuing to represent the mandates of the three agencies. The former allows for the reinforcement of efficiency in resource utilization before donors, as well as organization between agencies. In any case, the JO's stand is that every professional, not just the Resident Coordinator or the programme officers, has to be the agency ambassador for partnerships and resource mobilization.

Despite the progress detailed so far, resource mobilization has to be reinforced, since there is a growing pressure on the UNDP, UNICEF and UNFPA in this area. The last two are not used to this pressure, as this level of responsibility was traditionally at the international and regional level, whereas in the UNDP it has always been at the local level, this is why, in this regard, it could be perceived a different organisational culture. So the concept of resource mobilization has different meanings for different officials and the strategy implementation has to be strengthened in this regard.

Communication:

The JO has a mixed communication strategy. On the one hand, it uses the Joint Office brand, and on the other hand, programmatically each agency maintains its own brand. At the beginning of the work of the JO, it was decided that it would communicate as a single office and not as if it comprised different agencies, in order to reinforce team spirit. Once the idea of the JO was consolidated, the agencies went back to using their own brands. Currently, the JO has its communications value and each agency also has its own.

Public value creation: strategic management

From the perspective of strategic management capacity, the JO model is highly valued. The integration of organizational and directive intelligence on the same people allows for a holistic understanding of the situation, the positioning of issues in a way that fosters the strengths of each agency and the search for cooperative, and not competitive, formulas among agencies, and this is particularly appropriate for a small country such as Cabo Verde.

Regarding the alignment between the JO and each agency's strategy, the JO model has not involved impairment or limitation of the strategic alignment between the strategies of each agency at national level in comparison to the strategies of the same agencies at regional or international level, as can be seen in section 4.1.1

However, achieving this strategic alignment was made possible by keeping three different results frameworks within the CCPD, one for each agency. This situation must be revisited in order to align the CCPD with the programme structure of the Joint Office and to be able to generate a consolidated Joint Office results matrix, to maximize synergies. This situation might clash with the needs of each agency headquarters, which require the use of their own planning format, but it will be the only way of ensuring that a full assessment of integrated performance can be carried out.

The above situation generates a triplication of efforts in planning and reporting, despite the fact that the UNDP, UNFPA and UNICEF share a CCPD. Also, there was no joint annual report, as each organization still requires the Joint Office to comply with their respective internal procedures and produce an organization-specific report. There is no integrated monitoring system; each agency has its own, and so the JO has three different monitoring systems with different typologies and degrees of implementation. Professionals spend a great deal of energy dealing with these three systems. They have limited resources for the M&E area, which is recognized as a pitfall in the organizational design. The need for reinforced capacities in this field was not anticipated at the time of establishment of the JO.

This is a clear lesson learned: the three agencies systems are not harmonized, and also, the absence of a common planning, monitoring and reporting system hinders the global strategic direction of the JO. In addition, there is a lack of corporate clarity, visión and strategy regarding this issue.

Operational capacity: operational management

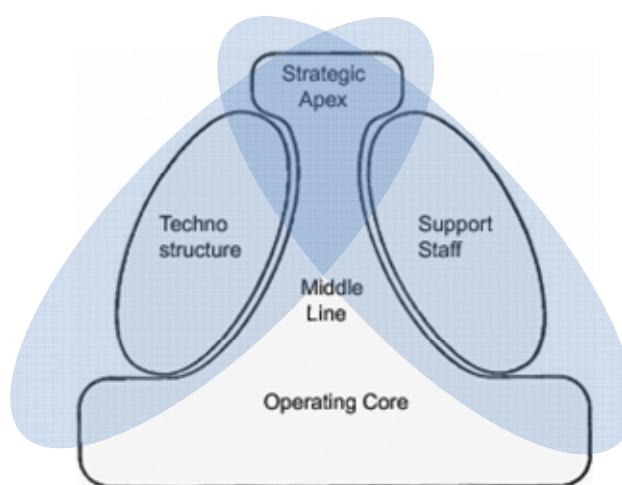
As previously stated, the first obstacle is the absence of a normative framework for the JO, since there is currently no signed MoU. A second element limiting the efficiency analysis is the lack of a baseline for data comparison and tools to measure and assess cost reductions. For these reasons, the evaluation team could not compare the current actual costs to the costs incurred prior to the establishment of the Joint Office.

The three UN funds/programmes merged under one management, combining business practices and staff. The creation of the Joint Office in 2006 resulted in the redefinition of the organizational structure, job descriptions and staff positions, and the adoption of the processes, systems and contracting arrangements of the UNDP. Funds are transferred directly to the Joint Office, UNICEF's by bank transfer, and the UNDP's and UNFPA's by ATLAS transaction.

One of the objectives of the Joint Office is to reduce transaction costs for participating organizations. In spite of the obstacles mentioned, it can be said that there are efficiency gains in the operations of the three agencies using the JO model versus the traditional model, with a significant reduction in transaction costs and the harmonization of business practices.

These results were achieved by decreasing the number of organization representatives from three to one and merging the operations, including the areas of **support staff** and **technostructure** (procurement, ICT infrastructure, human resources and administration) and the **strategic apex**, as highlighted in blue in Mintzberg's organizational model on the right.

Mintzberg's organizational model



There is still room for improvement in the efficiency ratio: harmonizing the three organizations' specific requirements in programme planning, implementation and reporting, including the definition of the results framework and annual reporting. In this regard, reporting by three agencies is tripled, although an expert in M&E has been hired.

In terms of the type of assistance, there was a clear switch between the old and the new CP, obviously given the graduation of Cabo Verde from the LDC category. The previous CP entailed a great deal of work with NGOs and service delivery. This is no longer the case. A lot of effort is made in terms of advocacy, putting new issues on the national agenda, involving activities that do not have a big impact in terms of budget allocation but do have a big impact on national development. The implementing partners should also adapt to this new way of working with the JO (while other agencies continue to work with a service delivery approach).

4.3.2 Cost structure allocation

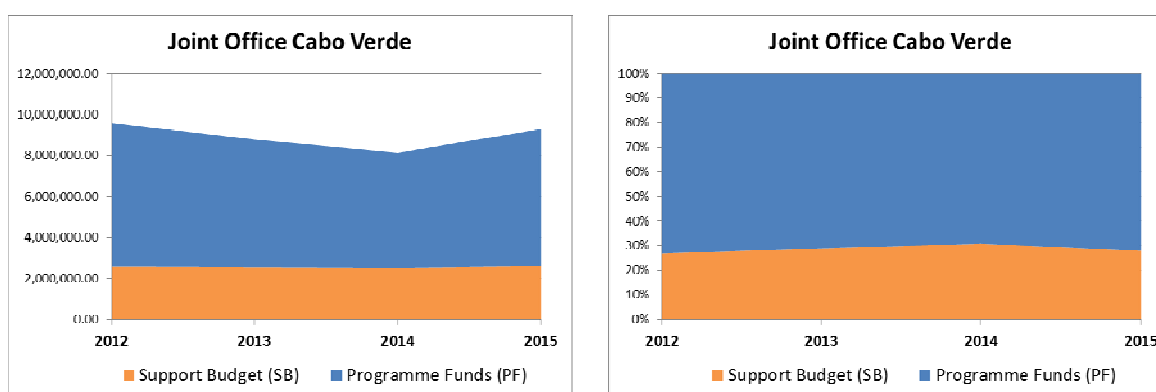
In order to have a more quantitative approach to the efficiency criteria, it is important to analyse the cost structure of the Joint Office and the performance achieved in this period. In this regard, the facts and figures are as follows:

Table 8: JO Cabo Verde – cost structure 2012-2015

	2012	2013	2014	2015
Support budget (SB)	2,567,000.00	2,540,000.00	2,507,000.00	2,593,615.00
Programme funds (PF)	7,012,000.00	6,245,871.00	5,640,164.00	6,695,000.00
Ratio: support budget/programme Fund	0.366	0.407	0.444	0.387

Source: Joint Office

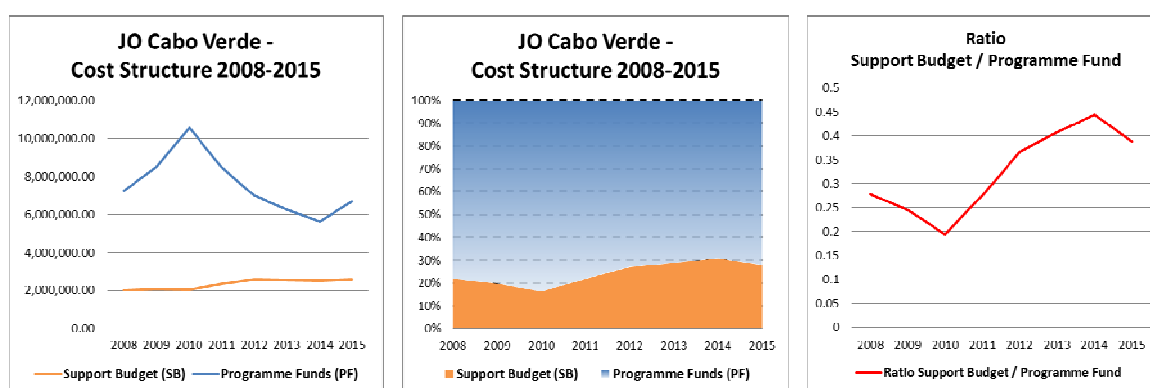
Figure 13: JO Cabo Verde – cost structure 2012-2015



Compiled by Gesaworld with data from the Joint Office

The **support budget remained stable** throughout the period at around USD 2.5 million. The **programme funds have changed significantly**, especially in 2014, when they decreased almost 20% in contrast with the 2012 funds. These aspects had a consequence in terms of the efficiency ratio between the two variables. To fully understand these numbers and be able to analyse them, it is necessary to compare these 2012-2015 numbers with those of the previous four years, during the 2008-2011 period, and the results are as follows:

Figure 14: JO Cabo Verde – cost structure 2008-2015

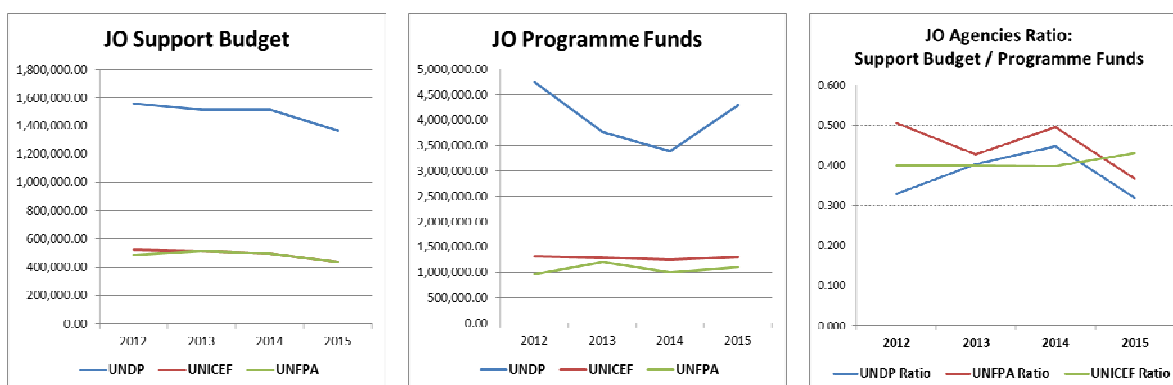


Compiled by Gesaworld with data from the Joint Office

As can be seen, the 2008-2011 period had a bigger programme fund, in both absolute terms and relative terms, and this is particularly significant because there was a smaller support budget allocated. Consequently, **the ratio between these two variables increased significantly**, which could signal a decrease in terms of efficiency.

Analysing each of the agencies of the Joint Office, the numbers are as follows:

Figure 15: JO agencies support budget and programme funds



Compiled by Gesaworld with data from the Joint Office

Part of the explanation for these numbers could come from the way in which the Joint Office and its agencies moved from direct implementation to national Implementation of projects. This was a strategic change made with the intention of working more closely with national partners. In terms of efficiency, this change may have direct negative effects (most likely in the short- and medium-term), due to the technical assistance that will be necessary and the budget execution timelines used by the national partners.

For instance, regarding annual budget execution timelines, around 50% of the project budget is executed in the last three months of the year, from October to December. Although this might happen in other countries, it is not the desired situation in terms of budget management. One explanation for this is that usually the Government and the institutional partners consume their own resources first, and afterwards they take on resources from the projects. Another aspect that also has an impact on this is the late receipt of some programme funds and the fact that most of the activities involve an intense process of preparation which is required earlier in the year (and includes studies, analysis, legal reform, etc.) in order to be able to implement the main activities afterwards.

This situation must be reviewed because, as will be seen in the next section, in contrast with this lack of efficiency performance, the national implementation (NIM) project implementation approach provides a great deal of input on sustainability and national appropriation of project management methodologies and implementation know-how.

4.4 Sustainability criteria

The sustainability criteria examine how implemented strategies and mechanisms ensure that the results of interventions remain once the country programme is completed, with an emphasis on national capacity development strategies.

The key question related to the efficiency criteria is as follows:

What is the likelihood that the interventions supported by the UNDP, UNFPA and UNICEF will be sustainable?

In order to answer the question fully, there are findings related to the following aspects:

4.4.1 Capacity building and mechanisms of appropriation

One of the distinguishing aspects of the work during this cycle of the UNDP, UNFPA and UNICEF 2012-2016 programme is the national implementation of funds, i.e., the NIM implementation of the CCPD programme. **The NIM work approach** enables, or even compels, ownership of the project by the partners from the very first day.

Working within this framework is one of the aspects highlighted by the vast majority of partners, and they all noted during the interviews that it was critical to achieving rapid ownership of the project and in particular continuing the work after agency withdrawal.

The nature of the financial collaboration is a key issue, and it has been especially important for the country since 2007, when Cabo Verde was removed from the group of countries eligible to receive official development assistance because of its graduation from LDC status. Despite this, the UNDP, UNICEF and UNFPA may keep contributing to projects by financing inputs and materials (vaccines, condoms, food supplements, etc.) that **ensure access to high quality services at a sustainable cost**.

The main mechanism that has been set in place to support the Government and partners during this CCPD period and to achieve future sustainability of the interventions has been **capacity-building at the institutional and community level**. By way of an example, both the Ministry of Health and the Ministry of Education have put a great deal of effort into **training technical staff**. Both were guided to improve the management of resources and the provision of better quality services and trained in better planning and M&E of public policies. Capacity-building has gone hand-in-hand with **innovations in new technologies and communication support tools** (video conferencing, Skype and a Moodle platform, for example), planning (strategic plans, diagnostic studies), resource management (receipts and expenditure, pharmacy products) and methodologies (protocols and practice guides). New ICT have played a major role, and have seen great appropriation by users thanks to facilitated communication between the central (ministerial) and local level (regions in the case of health, delegations in the case of education), with health facilities and schools to facilitate training.



Other partners, such as the National Statistics Institute, highlight the strategy of **short-term consultancy interventions** and UNDP, UNICEF and UNFPA support, as well as the focus on knowledge transfer and capacity-building, and the **quick handover of responsibility** to national human resources.

This way of transferring responsibilities and involving human resources has also been very successful in the case of the **protected areas interventions**. These projects were very well understood by communities, which quickly embraced the positive aspects of environmental conservation.

The National Institute for Land Management²⁵ (INGT) pointed out the **design and implementation of university courses** on disaster risk mitigation, and the tools and training on the issue provided by the UNDP as key for sustainability. It also underlined the fact that, thanks to the UNDP funding to acquire basic technical equipment for earthquake detection for all the islands of the archipelago, it can now operate nationwide.

Another sustainability mechanism identified is that related to **political advocacy**. For example, in order to promote the issue and raise awareness about **disaster risk mitigation**, a meeting with MPs was held to enable them to understand all the major implications and take them into consideration when drawing up new legislation. Also, **gender-sensitive budgeting** was promoted during the whole programme cycle.

On the other hand, political change and the realignment of national policies or priorities can always represent a threat to prior projects. In this regard, and related to the youth area, the sustainability of the actions undertaken by **youth centres in the area of sexual and reproductive health with UNFPA support is threatened** because the new Government has started to close the centres.

²⁵ Instituto Nacional de Gestão do Território

5 EVALUATION FINDINGS: STRATEGIC ANALYSIS

5.1 Coordination criteria

As part of the strategic analysis related to the CCPD, the coordination criteria stand out as a way of understanding two key questions of the evaluation related to the role of the Joint Office of the UNDP, UNFPA and UNICEF.

To what extent did the Joint Office of the UNDP, UNFPA and UNICEF contribute to the coordination mechanisms in the UN system in Cabo Verde?

To what extent did the JO model contribute to a more coherent and efficient response to national priorities as well as to ensuring greater coherence in planning, implementation and operational management?

These questions were answered in chapter 4.3.1. The main elements in terms of coordination are summarized below.

The Joint Office of Cabo Verde is currently the only joint office initiative within the UN system. Under its umbrella, three funds and programmes, the UNDP, UNFPA and UNICEF, agreed to operate under a single management. The JO was described as a positive development by donors and implementing partners, providing a unified presence as well as more coherent and integrated programme delivery.

The Joint Office represents the majority of the whole UN system in Cabo Verde, and the Resident Coordinator is also the representative of the three agencies. They benefit from sharing the same building and operations, which provides a positive work environment and boosts coordination between agencies and professional and personal interrelations between the UN personnel.

There are some specific areas in which cooperation between the agencies is clear and generates a number of important synergies:

- ✓ Justice with the United Nations Office on Drugs and Crime (UNODC)
- ✓ Gender with UN WOMEN
- ✓ Health with the WHO
- ✓ Employment and social protection with the ILO

There are some cases in which the Joint Office has not stopped the previous relationship between agencies. This is the case for the vaccination programme, carried out by UNICEF and the WHO.

The JO model has inherent clear benefits, and some of them relate to the coordination and coherence of the interventions. For instance, as has been seen, at the time of UNDAF design, and similarly at the time of CCPD planning, the presence of the Joint Office speaking with one voice on behalf of the UNDP, UNFPA and UNICEF **enables the identification of common and complementary strategic interests** for each



agency. This makes it possible to determine the most appropriate interventions with the Government and the rest of the national partners, **avoiding duplication** and maximizing the good use of limited resources to achieve common purposes.

Likewise, at the time of defining and signing every annual work plan (AWP), bringing all the national partners together provides great cohesion and a common and shared perspective of the goals to be achieved by each partner and the three agencies as a whole.

In spite of this, there is still room for improvement to increase synergies and efforts between the agencies and with the national partners, as stated in chapter 4.3.1. This is particularly the case for those topics that one agency takes into consideration in broad terms (for instance, justice in the case of the UNDP) and another agency takes into consideration with a focus on a particular group (for example, children and justice in the case of UNICEF). Cases like this are the main reason for promoting interagency efforts and those in which the JO model can help to boost the delivery of results.

5.2 Added Value Criteria

The extent to which the CCPD has additional benefits above and beyond those that would be achieved if each of the UN agencies had acted separately provides the main input for value-added analysis. There are two main questions for the evaluation to answer:

What is it that the UNDP, UNFPA and UNICEF do particularly and distinctively well as compared to other development partners in the country?

The main aspect that can be identified in terms of adding value related to the CCPD and the role of the Joint Office of the UNDP, UNFPA and UNICEF is the way in which **each of the agencies has benefitted from the know-how of the other two**. This is especially relevant in terms of providing technical assistance to the national partners. In this respect, the UNDP has provided its knowledge and expertise on issues related to macroeconomics, job creation, public administration reform and green growth. Meanwhile, the UNFPA and UNICEF, which have extensive know-how on specific sectoral policies, have contributed their experience in issues such as sexual and reproductive health, gender and child rights. Both the national partners and the staff have benefitted from these synergies. All this makes it possible to **increase complementarity and coherence among the three agencies** and consequently **provide technical assistance in a more comprehensive manner to the national partners**.

Another aspect that has a major impact on the country and illustrates the added value of working with these UN agencies is **their capacity to mobilize technical resources**. As has been said, the international experience of each agency and the international human capital involved in their projects allows the agencies to identify and mobilize the most adequate resources for the projects. Due to the insularity of Cabo Verde and the Portuguese language requirement, logistics to bring specialized human resources to the country are not easy, but depending on the agencies' operational infrastructure greatly helps to facilitate this.

The agencies also have the **ability to support national partners and local actors and ensure an international presence** and participation in forums and events abroad. This has been especially significant during this period for partners such as the INE, as been explained in this document²⁶.

There are some other aspects that represent an added value of working with the UN agencies as opposed to other international organizations. In this respect, **the continued physical presence of the institution in the country** is highlighted. It ensures **proximity to national issues**, whilst always complying with the mandate not to interfere in internal issues. It **facilitates programme and project formulation and management**, as well as the day-to-day technical assistance required.

²⁶ See Section 4.2.2 on unintended consequences.

What specific roles could the Joint Office of the UNDP, UNFPA and UNICEF play or what products could be delivered to mobilize resources and enhance its contribution to the development results in the country?

The Joint Office plays an important role and contributes primarily to inter-agency coordination to avoid duplication of efforts. It allows for a more comprehensive view of the country interventions; it has a global overview and can integrate interventions and minimize the risk of spreading.

The diplomatic importance of the UN coordinator and the Deputy Resident Representative heading the three agencies is much bigger than that of a representative of a single agency. This facilitates dialogue and promotes and improves participation, information-sharing and coordination amongst the public entities working in collaboration with the UN agencies of the Joint Office. As a result, during this period, several issues were put on the national agenda of Cabo Verde:

- ✓ **Demographic dividend.** Since 2014, this has been a topic promoted by the JO, but the Government did not want to approach this issue, arguing that dynamics in Cabo Verde were different to the rest of Africa. Finally, led by the UNFPA's know-how on the topic, it attracted attention in the national media and became part of the agenda and was adopted as an approach for national strategic and sectorial planning process.
- ✓ The strategic perspective of **education as a development engine**, organizing secondary schooling with technical/vocational training (TVET). This goes beyond UNICEF's traditional approach focused on primary schooling; however, within the JO structure, the necessary support to address it was achieved.
- ✓ The **country debate regarding child sexual exploitation**. The issue has been put on the agenda by UNICEF.
- ✓ **School drop-out rates.** One of the first speeches from the Resident Coordinator dealt with this issue. It mentioned the 40% school drop-out rate. A study was conducted on the matter and data were collected. The new Government has considered this issue a priority.
- ✓ **Decentralization** is another issue that was already on the agenda, but thanks to the UNDP it reached a higher dimension and a clear study was presented. The new programme takes an innovative look at local development as a result of different studies and advocacy processes undertaken during the present programme.
- ✓ **Disaster risk reduction** was another of the big issues. It had no relevance with regard to the CCPD, but the 2014 eruption changed the situation. The Resident Coordinator was the only person from the international community invited by the Prime Minister to visit the disaster site the day after the eruption.



- ✓ The common effort of promoting **social protection** by the UNDP and UNICEF on the national political agenda.
- ✓ Thanks to **events** such as Aid for Trade, organized by the WTO in Geneva in July 2014, the JO helped position Cabo Verde in the international arena. After that event, the Government started showing an interest in creative industry.

It is worth noting that in mid-2013, Cabo Verde was featured in the Global Aid for Trade Review in Geneva for its trade and creative sector strategy. This strategy was developed by Cabo Verde with UNDP support. Part of the case study included the impact of the first edition of the Atlantic Music Expo (AME) in Cabo Verde in 2013. AME was partially financed by the UNDP, who viewed this opportunity as seed money to promote the creative sector for job creation among other donors. The participation of Cabo Verde at the Global Aid for Trade Review in Geneva and the success of AME increased significantly the interest of donors to fund interventions in the sector. Private sector sponsorship has also increased reflecting the importance of this sector to tourism and the local economy.

6 CONCLUSIONS AND RECOMMENDATIONS

6.1 Conclusions

6.1.1 Strategic Level

Conclusion #1: the Joint Office has been described as a positive development by donors and implementing partners, providing a unified presence as well as more coherent and integrated programme delivery.

The JO model has inherent clear benefits, some of which are related to the coordination and coherence of the interventions. The JO allows for the identification of the common and complementary strategic interests of each agency. This enables it to determine the most appropriate interventions with the Government and the rest of the national partners, avoiding duplication and maximizing the good use of limited resources to achieve development results.

However, the JO lacks a legal inception document. This situation limits the managerial capacity of the office, since some processes have not been defined, probably limiting the potential efficiency gains of the Joint Office.

Conclusion #2: each agency (the UNDP, UNFPA and UNICEF) has benefitted from the know-how of the other two operating under the Joint Office Model.

This is especially relevant in terms of providing technical assistance to the national partners and the capacity to mobilize technical resources. In this respect, the UNDP has provided its knowledge and expertise on issues related to macroeconomics, public administration reform, disaster risk reduction and green growth. Meanwhile, the UNFPA and UNICEF have extensive know-how on specific sectoral policies and they have contributed their experience in topics such as sexual and reproductive health, gender and child development. Due to the insularity of Cabo Verde, logistics to bring specialized human resources to the country are not easy, but depending on the agencies' operational infrastructure greatly helps to facilitate this.

Conclusion #3: The Joint Office model has proved its effectiveness by delivering a second programme cycle for three agencies in Cabo Verde. In addition to technical and programmatic synergies, there is an operational efficiency gain derived from the existence of a single administrative and operational structure rather than the traditional three-agency model, and this has a significant impact on reducing transaction costs and harmonizing business practices.

However, in terms of measuring the efficiency of the JO model, there is a lack of baseline data from the previous model which would make it possible to compare the gains in terms of reducing costs. Currently, there are no specific tools to capture, measure or assess these cost reductions and carry out a deeper efficiency analysis. Nonetheless, there are some obvious efficiency gains achieved by decreasing the number of organization representatives from three to one and by merging the

administrative and financial teams and common support areas such as logistics and office technostructure.

Conclusion #4: positive continued presence of the institution in the country and close approach to national partner issues.

This facilitates programme and project formulation and management, as well as the technical assistance required on a day-to-day basis. One of the distinguishing aspects of the work during this cycle of the UNDP, UNFPA and UNICEF 2012-2016 programme is the national implementation of funds, i.e. the NEX/NIM of the CCPD programme. The NIM work approach enables, even compels, ownership of the project by the partners from the very first day. Working within this framework is one of the aspects highlighted by the vast majority of partners, and they all noted during the interviews that it was critical to achieving rapid ownership of the project and in particular continuing the work after agency withdrawal.

However, it is worth noting that some challenges remain in the transition to achieve a fully operational and efficient national implementation model (NIM). This process requires adaptation time, both for the JO professionals and the local partners.

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 JO has three different monitoring systems with different typologies and degrees of implementation.

In this regard, reporting to the three agencies could triple the work of some of the staff when a certain activity is related to a specific intended effect, and this is linked to the outcomes of the different agencies. Although there is an expert responsible for M&E, there is still a need to reinforce the M&E system within the JO.

On the other hand, the high level of teamwork at the JO is of note and there is broad knowledge on the current national social realities which helps to mitigate the lack of information systematization mentioned above.

Conclusion #6: in terms of added value, the JO has placed on the national and Government agenda a number of issues that go beyond the CCPD. This illustrates the significant capacity of the JO to adapt to the country's needs, which obviously may change over time, and to carry out advocacy on the basis of evidence-based policies.

As a result, during this period, several issues were put on the national agenda of Cabo Verde. The following gains can be highlighted:

- ✓ Demographic dividend.
- ✓ Strategic approach of education as a development engine, organizing secondary schooling with vocational training.

- ✓ Early childhood development and lifecycle approach.
- ✓ Debate regarding child sexual abuse and exploitation.
- ✓ School drop-out rates.
- ✓ Decentralization/regionalization.
- ✓ Introduction of new vaccines.
- ✓ Disaster risk reduction.
- ✓ The Sustainable Development Agenda.

6.1.2 Programatic level

In terms of relevance:

Conclusion #7: the programme has been extremely relevant and significant, both in terms of its alignment with national priorities and its responsiveness to national needs and previously unidentified urgent requirements.

In terms of **supporting growth and poverty reduction**, the most important contribution has been the technical assistance for the development of the national growth and poverty reduction strategies and, more specifically, the promotion of decent jobs and working conditions in the country, providing technical assistance to implement a new model of labour contracting, a minimum wage in the country, and the employment programme on data production and support to future national policy on SHW.

In terms of **consolidation of democratic institutions and citizenship**, the efforts and delivery of technical assistance and capacity-building on medium-term expenditure in line with best international standards, mainly through the Pro PALOP project, are of note, as is the broad support to the INE and the Ministry of Education in the implementation of the first school census.

In terms of **reducing disparities and inequalities**, there has been a noteworthy effort to strengthen maternal and child health services, improve vaccination, provide technical and strategic support on issues concerning HIV-AIDS, meet contraceptive needs in the country, reduce the gender gap in the fields of political power by supporting the network of women parliamentarians, strengthen quality and better access to basic services (health, education, justice, etc.), and provide technical support for the achievement of the MDGs.

In terms of **environmental sustainability and adaptation to climate change**, the efforts to ensure the effective implementation and active management of marine and land protected areas are of note, as is the shift towards a preventive strategy in terms of protection against risks through the National Risk Information System, hazard mapping and a geographic information system (GIS).

In terms of **response to emergencies**, the mobilization of resources and support following the eruption of Fogo are of note, together with the technical assistance,

equipment and logistics to respond to health threats as a result of outbreaks of the Ebola virus and Zika.

Conclusion #8: the relationship with the implementing partners has been very positive throughout the programme cycle. The JO and its staff are commended for showing the highest degree of commitment, dealing with national needs and concerns, seeking common strategies and focusing on the promotion and development of national capabilities.

There have been cases of great success and progress in qualitative terms regarding the impact of the UN technical assistance given to institutional partners compared to the previous situation and existing needs of the national partners. In this regard, of note is the institutional strengthening of the National Institute of Land Management and the National Institute of Statistics, both of which achieved international recognition during this period thanks to progress in their performance and achievements. Similarly, the work carried out together with the National Institute of Environment, the National Court of Auditors and the Parliament is noteworthy as it enabled the incorporation of fundamental tools for the proper management of certain areas and areas of action within its scope.

All of the cases evaluated have highlighted the importance of the professionalism and technical and methodological rigour provided by the UN, as well as the kindness and sincere support of the technical staff and the management team to achieve the best possible results.

In terms of effectiveness:

Conclusion #9: measuring the effectiveness in terms of programme success is conditioned by the construction of indicators. There is evidence of extensive work carried out by the three agencies to achieve their outcomes, but these have not always been aligned with the output criteria determined during the initial planning or the specific goals defined by indicators.

Not all outcomes and output indicators were built under SMART criteria, which hinders planning, monitoring and evaluation. The construction of three different results frameworks, one for each agency, has also failed to provide consistency in planning, since the UNDP and UNICEF placed a greater emphasis on outcomes without defining specific outputs, while the UNFPA presents a proper results matrix framework.

Even the output indicators from the UNFPA results framework, which seems to be the most consistent, also lack SMART criteria, and most of them seem to be on an outcome level rather than an output level.

There are more indicators without data or related information, or not achieved, than there are achieved, which clearly indicates that there was a problem at the time of

formulation or during implementation, or at worst, at both times in the programme cycle.

In terms of efficiency:

Conclusion #10: One of the objectives of the Joint Office is to reduce transaction costs for participating organizations. It can be said that there are efficiency gains in the operations of the three agencies using the JO model versus the traditional model, with a significant reduction in transaction costs and the harmonization of business practices.

These results were achieved by decreasing the number of organization representatives from three to one and merging the operations, including the areas of support staff and technostucture (procurement, ICT infrastructure, human resources and administration) and the strategic apex.

There is still room for improvement in the efficiency ratio: harmonizing the three organizations' specific requirements in programme planning, implementation and reporting, including the definition of the results framework and annual reporting. In this regard, reporting by three agencies is tripled, although an expert in M&E has been hired.

An element limiting the efficiency analysis is the lack of a baseline for data comparison and tools to measure and assess cost reductions. For these reasons, the evaluation team could not compare the current actual costs to the costs incurred prior to the establishment of the Joint Office. It is worth noting that the efficiency ratio understood as the ability to execute programme funds related to the office support budget has been altered with respect to the previous programme cycle, due to the lower programme funds executed.

The support budget remained stable throughout the programme cycle at around USD 2.5 million. On the other hand, the programme funds changed significantly, especially in 2014, when they decreased almost 20% in comparison with the 2012 funds.

Aspects such as the transformation of the office to cope with the change in the type of interventions and the move from the previous model of service delivery to a new one focused on upstream interventions and transfer of knowledge and technical capabilities are identified as the cause that may have had a major impact in this respect.

In terms of the ratios of each of the agencies, all three present similar ones, although it is important to identify the much greater execution of programme funds in absolute terms by the UNDP in comparison with the UNFPA and UNICEF.

In terms of sustainability:

Conclusion #11: the change in the model of intervention in the country, which started in the previous programme cycle, from a DIM approach to a NIM implementation of programmes and projects, is identified as one of the main positive aspects in terms of sustainability, as it has encouraged the appropriation of methodologies and project objectives by national partners since the cooperation began.

As mentioned, this new model requires greater effort in efficiency terms. It is based on upstream interventions, political advocacy, knowledge transfer and capacity-building at the institutional level. All this means greater presence and cooperation of UN technical staff with the institutional partners, as they are responsible for assessing the institutional capacity and selecting the right qualified partner.

6.2 Recommendations

6.2.1 Strategic level

Recommendation #1: establish a regulatory and governance document aimed at setting the basis for Joint Office organization and business processes.	Priority 1
Recommendation #2: while the UNDAF and CCPD coexist as strategic documents, the JO has to ensure the complete alignment of results to be achieved by each agency and indicators that will measure the results. This is essential to avoid strategic disagreements.	Priority 1
Recommendation #3: regarding the JO unit structure, clear intervention areas/job descriptions for each of the programmatic units must be defined to document their policy areas and the scope of their duties, including roles with each of the JO agencies.	Priority 1
Recommendation #4: the work carried out for the JO in terms of strengthening national capacities should be in line with a NIM development strategy.	Priority 1
Recommendation #5: strengthen the M&E system, moving towards a holistic results-oriented system for the whole CCPD.	Priority 1
Recommendation #6: develop organizational capability to improve efficiency analyses by strengthening tools to measure and assess cost reductions.	Priority 2
Recommendation #7: strengthen the mechanisms and alignment of the JO structure and all the staff with the strategy for resource mobilization in order to achieve the intended goals.	Priority 2
Recommendation #8: in terms of communication, all the strategies should be planned under the Joint Office in order to identify areas of complementarity and synergies; however, in terms of external communications and campaigns, each of the agencies should maintain its own corporate image and be able to promote its own mandate.	Priority 2
Recommendation #9: being able to identify the maximum amount of qualitative and quantitative evidence thanks to M&E interventions will serve to strengthen the formulation of new public policies.	Priority 3

6.2.2 Programatic level

Recommendation #10: define in greater detail the scope and role of the JO on gender issues, both internally among the three agencies and externally regarding UN Women.	Priority 1
Recommendation #11: keep the focus on providing the technical support required by the national partners to achieve the growth and poverty reduction strategies of the country.	Priority 1
Recommendation #12: use a SMART (Specific, Measurable, Achievable, Relevant, Time-bound) technique, supported by a corresponding tool in matrix format, to develop all the output indicators.	Priority 1
Recommendation #13: boost the disbursement and use of programme funds from the first quarter of the year and avoid accumulation of pending budget to be implemented in the last quarter.	Priority 1
Recommendation #14: ensure and monitor the use of the matrix of indicators by all programme officers so that they can all report on progress to date in a simple and uniform way.	Priority 2
Recommendation #15: initiate the evaluation of gains on investment in training: skills assessment as a future baseline in order to identify gains in sustainability.	Priority 2
Recommendation #16: continue to promote interministerial coordination, especially related to multisectoral issues such as health, education and the environment, as required or permitted by the projects.	Priority 2
Recommendation #17: given the condition of insularity, keep boosting and supporting the presence of national partners in international technical forums, enabling them to present progress and achievements, providing a very positive incentive to partners.	Priority 3

7 ANNEX

7.1 Lessons learned

This section highlights some of the lessons learned by the evaluation team from key stakeholders interviews and other evaluation activities throughout the process of design, implementation and evaluation of the country programme.

The Joint Office has proven to be a model capable of running the country programme (CP) of three agencies (the UNDP, UNFPA and UNICEF) in an effective, relevant and efficient way, providing sustainability to their interventions with a Common Country Programme Document (CCPD). In order to further consolidate the Joint Office model, it is necessary to institutionalize its organizational structure and internal processes to achieve its objectives and goals.

While the JO has demonstrated its capacity to implement programmes, it still requires a proper legal framework to strengthen internal working methods within its units, among its staff and among the agencies, as well as to support its external relationship with donors and partners.

The JO has been described as a positive development by donors and implementing partners, providing a unified presence as well as more coherent and integrated programme delivery. Furthermore, the three agencies within the JO have benefitted from the synergies and know-how shared within the JO. Also, there is an operational efficiency gain derived from the existence of a single administrative and operational structure.

The role and leadership of the new management team at the beginning of the execution of the CCPD helped strengthen internal JO teamwork, providing unity, boosting cross-cutting processes and maximizing synergies resulting from good team management within the organization. Key aspects that were worked on but still need to be reinforced include inter-programmatic and inter-agency coordination and communication processes, joint resource mobilization, coordinated assistance to IP and strengthening the role of monitoring and evaluation of programmes.

The JO model facilitates inter-agency political dialogue to develop a common positioning strategy and institutional partnerships to achieve the expected outputs and outcomes, as well as their sustainability.

Guided by a single representative (and UN Resident Coordinator), the different agencies' strategies can be matched easily with the countries' needs and development objectives. One of the key initial aspects was to underpin the Joint Office as a major entity capable of making a significant and quality contribution to the country.

Internal and external communication at the JO was key to the success of the strategy, involving the promotion of the JO role and capacity followed by each of the strategic

goals of the agencies. Thanks to this, some important aspects have been put on the national agenda:

- ✓ Demographic dividend.
- ✓ Strategic approach to education as a development engine, organizing secondary schooling with vocational training.
- ✓ Early childhood development and lifecycle approach.
- ✓ Debate regarding child sexual abuse and exploitation.
- ✓ School drop-out rates.
- ✓ Decentralization/regionalization.
- ✓ Introduction of new vaccines.
- ✓ Disaster risk reduction.
- ✓ The Sustainable Development Agenda.

Should there be a repeat of the process of merging agencies into a Joint Office model such as the one established in Cabo Verde with the UNDP, UNFPA and UNICEF, special attention must be paid to the establishment of a single and integrated monitoring and evaluation (M&E) system.

Concerning M&E, each agency has its own system, which differs in terms of structure and reporting procedures. Meanwhile, resources to feed these systems are limited. Once the Joint Office was set in motion, the Cabo Verde experience has shown that, if these three systems do not merge into a single, properly integrated system, a large amount of institutional effort is wasted.

The lack of appropriate resources for this area is recognized as a handicap in terms of organizational design. The need for reinforced capacities in this field was not anticipated.

Cabo Verde's graduation from least-developed country (LDC) status in 2008 has been an important key aspect with direct repercussions, at least during the two programme cycles to date.

The change in the type of aid received by the country and the strategy of implementation of programmes and projects that give greater prominence to national institutions and local and community settings is challenging, given the widespread need for training for those involved.

One of the lessons learned is that success in terms of cooperation and development immediately generates a number of new challenges, which were in many cases

previously unforeseen. One of the most complicated aspects is achieving or maintaining access to funding sources.

An internal and external country programme planning process involving the highest number of institutional partners is essential to ensure the relevance and legitimacy of the programme, as well as for the ownership and sustainability of the interventions carried out.

Having a good national document to establish the needs and priorities of the country in terms of growth and development is fundamental. In this regard, the Growth and Poverty Reduction Strategy (GPRSP III) in Cabo Verde covering the 2012-2016 period was very relevant.

Alignment with national strategy gives legitimacy to the work of the agencies and facilitates commitment on the part of national institutions and their officials.

In order to avoid the duplication of strategies, the alignment of intended effects and objectives, outcomes, outputs and indicators between the UNDAF and the corresponding CP or CCPD is essential.

The existence of two strategic documents (UNDAF and CCPD) may create confusion and hinders the achievement of the objectives and goals of each, when they are not properly aligned.

Likewise, the UNDAF Action Plan and its indicators should be taken into consideration to reflect the CCCPD indicators, in order to achieve both through a single and common working effort.

The use of the SMART (Specific, Measurable, Achievable, Relevant, Time-bound) technique to build the indicators is strongly recommended and the corresponding tool in a matrix format should be shared with all the stakeholders related to each indicator in order to improve working efforts. The difference between outcome and output indicators should be clearly established and the teams should be made aware of this.

In the event of disasters or emergencies that require external aid, shared leadership by the JO and the UN Resident Coordinator has a positive effect when it comes to mobilizing the rest of the donor community.

The experience in Cabo Verde after the Fogo volcano eruption and after the severe floods that occurred on the island of Santiago in 2013 demonstrates how the UN's leadership in response to emergency and its role have enabled other actors to commit. This was the case with JICA of Japan and Luxembourg Cooperation.

7.2 Bibliography and list of documentation reviewed

Programme documents

- *Common Country Programme of UNDP, UNFPA and UNICEF document (CCPD) for Cape Verde 2012-2016 (DP/FPA/OPS-ICEF/DCCP/2011/CPV/1).*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Comité de Coordenação de Combate ao Sida. (CSS-SIDA). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e a Comissão Nacional dos Direitos Humanos e Cidadania (CNDHC). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Centro de Políticas Estratégicas (CPE). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Instituto Caboverdiano da Criança e do Adolescente (ICCA). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Instituto Nacional de Estatísticas (INE). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Ministério do Ambiente, Habitação e Ordenamento do Território (MAHOT). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Ministério de Educação e Desportos (MED). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Ministério da Juventude, Emprego e Desenvolvimento dos Recursos Humanos (MJEDRH). UN Cabo Verde July 2012.*
- *Memorando de Entendimento entre o Escritório Comun do UNDP, UNFPA e do UNICEF em Cabo Verde e o Ministério da Saúde (MS). UN Cabo Verde July 2012.*
- *Plano Operacional do UNDAF 2012-2016.*
- *Quadro de Assistência das Nações Unidas para o Desenvolvimento da Republica de Cabo Verde (UNDAF) (2012- 2016).*
- *The UNFPA Strategic Plan, 2014-2017.*
- *The UNICEF Strategic Plan, 2014-2017 (E/ICEF/2013/21).*
- *The UNDP Strategic Plan, 2014-2017 Changing with the World. September 2013.*
- *United Nations Resource Mobilization and Partnership Strategy Cabo Verde, 2012-2016.*

Methodologies and evaluation documents

- *Handbook: How to Design and Conduct a Country Programme Evaluation at UNFPA. Evaluation Branch, Division for Oversight Services UNFPA. April 2012.*
- *UNEG Code of Conduct for Evaluation in the UN System. UNEG March 2008.*
- *United Nations Evaluation Group Ethical Guidelines for Evaluation. UNEG, March 2008.*
- *Glossary of Key Terms in Evaluation and Results Based Management. OECD 2010*
- *Understanding Theory of Change in International Development. Danielle Stein and Craig Valters. August 2012*
- *Nothing as Practical as Good Theory: Exploring Theory-Based Evaluation for Comprehensive Community Initiatives for Children and Families. Weiss, C.H. (1995).*

- *Theory of Change as a Tool for Strategic Planning: A Report on Early Experiences. The Aspen Institute: Roundtable on Community Change.* Anderson, A. (2004).

Annual documents

2012

- *Cabo Verde Delivering as One - Annual Report 2012*
- *Joint Office 2012 Financial Report*
- *Annual Work Plan One UN 2012*
-

2013

- *Cabo Verde Delivering as One - Annual Report 2013*
- *Joint Office 2013 Programme Delivery Report*
- *Annual Work Plan One UN 2013*
-

2014

- *Cabo Verde Delivering as One - Annual Report 2014*
- *Joint Office 2014 Programme Delivery Report*
- *Annual Work Plan One UN 2014*
- *Relatório estatístico do Ministério da Saude Cabo Verde 2014.Praia July 2015*

2015

- *Joint Office 2015 Programme Delivery Report*
- *Annual Work Plan One UN 2015*

Other reference materials

- *Estratégia de Crescimento e de Redução da Pobreza III 2012–2016 (DECRPIII).* Cabo Verde Government. December 2012.
- *Programa do Governo Cabo Verde. VIII Legislatura 2011 – 2016.*

7.3 Workplan schedule

Figure 16: Workplan schedule

PHASE	DURATION	ACTIVITY	1 st month				2 nd month				3 rd month			
			1	2	3	4	1	2	3	4	1	2	3	4
Design	Start day	Project presentation												
	4 days	Desk review, evaluation design and work plan formulation												
	1 day	Delivery of the inception report												
Field work	20 days	Field visits, interviews with partners, and key stakeholders												
Submission of the evaluation report	10 days	Drafting of the evaluation report												
	1 day	Debriefing with JO of UNDP, UNFPA and UNICEF and with partners (stakeholders workshop)												
	4 days	Finalization and submission of the evaluation reports (incorporating comments received on first drafts)												

Total: 40 working days over a period of three months

7.4 Evaluation Instruments

- ✓ List of projects and budget.
- ✓ Stakeholders mapping table.
- ✓ Field phase evaluation agenda.

The project agenda is presented in Annex 7.7.

- ✓ The evaluation matrix.

The project evaluation matrix is presented in Annex 7.8.

7.5 List of Products

The evaluation team presented to Cabo Verde's United Nations Joint Office the following products in accordance with the contract and terms of reference:

- I. **The Evaluation Inception Report**, which includes:
 - a) The evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered.
 - b) The proposed methods, proposed sources of data and data collection procedures.
 - c) The proposed schedule of tasks, activities and deliverables.
- II. **The Draft Evaluation Report**, reviewed by the Joint Office and key stakeholders to ensure that the evaluation meets the required quality criteria.
- III. **The Final Evaluation Report**.
- IV. **The Lessons Learned Report**, which covers the different facets of the programme implemented by the Joint Office and is annexed in the Final Evaluation Report.
- V. Evaluation brief and other information.

7.6 List of Interviewees

<u>Name of the Person</u>	<u>Organization</u>	<u>Interview Date</u>
Adelaide Ribeiro	JO Cabo Verde - Population and Poverty Reduction Official	13 th July
Albertina Graça	Assembleia Nacional	22 nd July
Ana Paula Maximiano	JO Cabo Verde - Reproductive Health Analyst	13 th July, & 3 rd August
Anita Pinto	JO Cabo Verde - Communications Officer	14 th July
Antonio Duarte	INE	14 th July
António Lima	DNAPEC – Ministry of Foreign Affairs	12 nd July
Antonio Querido	JO Cabo Verde - Environment, Energy and Disaster Risk Red Official	13 th July
Armanda Prado	Dir Geral Juventude	12 th July
Artur Correia	Comissão de Combate ao SIDA (CCS-SIDA)	5 th August
Carlos Britto	JO Cabo Verde	15 th July
Clementina Furtado	Centro de Investigação e Formação em Género e Família	15 th July
Dionísio Pereira	Plataforma das ONGs	9 th August
Eduardo Cardoso	JO Cabo Verde - Child Protection Program Officer	15 th July
Elisabete Mendes	JO Cabo Verde - Democratic Governance Specialist	8 th July
Elsa Fortes	Instituto para a Igualdade e Equidade de Género (ICIEG)	22 nd July
Euda Miranda	Instituto Nacional de Gestão do Território	11 th July

<u>Name of the Person</u>	<u>Organization</u>	<u>Interview Date</u>
Ilaria Carnevari	JO Cabo Verde – Deputy Resident Coordinator	18 th , 20 th July, & 3 rd , 6 th August
Indira Silva	Centro da Juventude de Praia	9 th August
Iria Touzon	JO Cabo Verde - Environment and Natural Disaster Prev. Unit	11 th July
Irina Spencer Maia	Coordenadora do Programa Nacional de Nutrição do Ministério da Saúde	3 rd August
José Carlos Delgado	President do Tribunal de Contas	19 th July
Francisca Manilena	Instituto Cabo-verdiano da Criança e do Adolescente - ICCA	8 th July
Manuel Pinheiro	Centro de Pol Estratégicas	20 th July
Margarida Santos	Ex-Direção Nacional de Educação	8 th August
Moises Borges	Autoridad Nacional del Ambiente	15 th July
Nelida Rodrigues	JO Cabo Verde - Human Capital Officer	20 th July
Salette Bettencourt	JO Cabo Verde - Administrative Analyst and HR	12 th July
Sandra Martins	JO Cabo Verde	6 th , 8 th July
Serafina Alves	Direção de Planeamento, orçamento e Gestão	5 th August
Tomas Valdes	Ex-director nacional da Saúde	4 th August
Ulrika Richardson	JO Cabo Verde - Resident Coordinator	18 th , 20 th July
Yorleides Rosabal	Vaccine Program Ministério da Saúde	4 th August

7.7 Fieldwork agenda

DATE	HOUR	PERSON INTERVIEWED / INSTITUTION	MAIN ACTIVITY	PLACE	RELATIONSHIP	JUSTIFICATION
06/07	9:00 – 12:00	Sandra Martins JO Cabo Verde	Meeting with Evaluation & Reporting Analyst	United Nations Office	General	Meeting to review of the evaluation work plan and interviews schedule
06/07	14:00 - 16:00	JO Cabo Verde Inception Meeting	Inception Report Presentation to the personnel of the JO	United Nations Office	General	Presentation and first contact with all the personnel
08/07	9:00 - 12:00	Sandra Martins JO Cabo Verde	Documental and data review on outputs and outcomes	United Nations Office	General	Review of the main CCPD documents and data sources
08/07	16:00 – 18:00	Elisabete Mendes Democratic Governance Specialist – NOC	Documental and data review on outputs and outcomes	United Nations Office	Direct – CCPD	Data and documental review on Democratic Governance
08/07	9:15 – 11:00	Francisca Manilena Instituto Cabo-verdiano da Criança e do Adolescente - ICCA	Interview	ICCA	Implementing Partner	Answer evaluation questions
11/07	11.30 – 13:00	Iria Touzon. Unit 3: Environment and Natural Disaster Prev.	Interview	United Nations Office	Direct – CCPD	Answer evaluation questions
11/07	15:00 – 16:30	Euda Miranda Instituto Nacional de Gestão do Território	Interview	Instituto Nacional de Gestão do Território (INGT)	Implementing Partner	Answer evaluation questions
12/07	9:00 – 10:30	Armanda Prado – Dir Geral Juventude	Interview	Dir Geral Juventude	Implementing Partner	Answer evaluation questions
12/07	11:00 – 12:30	António Lima – Dir Nacional Cooperação Internacional	Interview	DNAPEC	General	Answer evaluation questions
12/07	15:10 – 16:00	Salette Bettencourt - Administrative Analyst and HR at Joint Office	Interview	United Nations Office	Direct – CCPD	Operations Team Management. Joint Office Structure and Background.
13/07	11:15 – 12:25	Ana Paula Maximiano Unit 4 - Reproductive Health Analyst	Documental and data review on outputs and outcomes	United Nations Office	Direct – CCPD	Data and documental review on Human Capital Development
13/07	12:30 – 14:00	Adelaida Ribeiro Population and Poverty Reduction Official – Health specialists	Documental and data review on outputs and outcomes	United Nations Office	Direct – CCPD	Population and Poverty Reduction
13/07	15:45 – 17:45	Antonio Querido - Environment, Energy and Disaster Risk Reduction – Head Unit	Documental and data review on outputs and outcomes	United Nations Office	Direct – CCPD	Environment, Energy and Disaster Risk Reduction
14/07	14:45 – 16:00	Anita Pinto Communications Officer	Interview	United Nations Office	Direct – CCPD	Cross Cutting Issue: Communications
14/07	16:30 -	Antonio Duarte - INE	Interview	United Nations	Implementing	Answer evaluation questions

<u>DATE</u>	<u>HOUR</u>	<u>PERSON INTERVIEWED / INSTITUTION</u>	<u>MAIN ACTIVITY</u>	<u>PLACE</u>	<u>RELATIONSHIP</u>	<u>JUSTIFICATION</u>
	18:00			Office	Partner	
15/07	9:00 – 10:00	Moises Borges Autoridad Nacional del Ambiente	Interview	United Nations Office	Implementing Partner	Answer evaluation questions
15/07	14:00 – 15:30	Clementina Furtado CIGEF (Centro de Investigação e Formação em Género e Família)	Interview	CIGEF	Implementing Partner	Answer evaluation questions
15/07	16:40 – 17:30	Carlos Britto JO Cabo Verde	Documental and data review on projects and finance	United Nations Office	General	Review of the main CCPD documents and data sources
15/07	17:30 – 18:30	Eduardo Cardoso Child Protection Program Officer JO Cabo Verde	Documental and data review on outputs and outcomes	United Nations Office	Direct – CCPD	Child Protection
18/07	8:30- 11:20	Ulrika Richardson & Ilaria Carnevari - JO Cabo Verde	Meeting with Resident Representative and / or Deputy Resident Representative	United Nations Office	Direct – CCPD	Meeting to analyze CCPD implementation and strategic issues for JO
18/07	14:30- 18:00	Focus Group - JO Cabo Verde	Focus Group with officials of JO	United Nations Office	Direct – CCPD	Analyze design, implementation and monitoring the different CCPD interventions; and strategic positioning
19/07	15:00 – 16:00	José Carlos Delgado President do Tribunal de Contas	Interview	Tribunal de Contas	Implementing Partner	PRO-PALOP Project
20/07	9:00 – 10:00	Manuel Pinheiro Centro de Pol Estratégicas	Interview	United Nations Office	Implementing Partner	Answer evaluation questions
20/07	10:30 – 12:00	Ulrika Richardson & Ilaria Carnevari - JO Cabo Verde	Meeting with Resident Representative and / or Deputy Resident Representative	United Nations Office	Direct – CCPD	Meeting to analyze CCPD implementation and strategic issues for JO
20/07	16:00 – 17:30	Nelida Rodrigues Human Capital Officer	Interview and Documental and data review on outputs and outcomes	United Nations Office	Direct – CCPD	Data and documental review on Human Capital Development
21/07	9:00 – 12:00	Serra Malagueta Project Manger	Visit the Parque Natural Serra da Malagueta Project	Parque Natural Serra da Malagueta	Project Output	Fieldwork
22/07	9:00 – 9:45	Elsa Fortes Instituto para a Igualdade e Equidade de Género (ICIEG)	Interview	ICIEG	Implementing Partner	Answer evaluation questions
22/07	10:00 – 12:00	Albertina Graça Assembleia Nacional	Interview and fieldwork visit	Assembleia Nacional	Implementing Partner	Answer evaluation questions
3/08	9:00- 10:00	Sandra Martins Monitoramento, avaliação e	Interview	United Nations Office	General	Meeting to review the workfield agenda and interviews schedule

<u>DATE</u>	<u>HOOR</u>	<u>PERSON INTERVIEWED / INSTITUTION</u>	<u>MAIN ACTIVITY</u>	<u>PLACE</u>	<u>RELATIONSHIP</u>	<u>JUSTIFICATION</u>
		assessoria da Joint Office (JO)				
3/08	14:00-14:50	Ilaria Carnavalli Diretora adjunta da JO	Interview	United Nations Office	General	Meeting to analyze CCPD implementation and strategic issues on health
3/08	15:00-15:50	Irina Spencer Maia Coordenadora do Programa Nacional de Nutrição do Ministério da Saúde	Interview	United Nations Office	Direct – CCPD	Answer evaluation questions
3/08	16:00-17:00	Ana Paula Maximiano Saúde (reprodutiva) (JO) Responsável na JO da área da saúde	Interview	United Nations Office	Direct – CCPD	Answer evaluation questions
4/08	9:00 – 10:00	Yorleides Rosabal Vacinação	Interview	United Nations Office	Direct – CCPD	Answer evaluation questions
4/08	11:00 – 12:00	Tomas Valdes Ex-director nacional da Saúde	Interview	United Nations Office	Direct – CCPD	Answer evaluation questions
5/08	9:00 – 10:00	Artur Correia Comissão de Combate ao SIDA (CCS-SIDA)	Interview	Sede CCS SIDA	Direct – CCPD	Answer evaluation questions
5/08	10:30 – 12:00	Serafina Alves. Direção de Planejamento, orçamento e Gestão	Interview	Ministério Saúde	Direct – CCPD	Answer evaluation questions
6/08	12:00 - 13:00	Ilaria Carnavalli Diretora adjunta da JO	Interview	United Nations Office	General	Meeting to analyze CCPD implementation and strategic issues on health
8/08	14:00 - 15:00	Dra. Margarida Santos Ex-Direção Nacional de Educação	Interview	United Nations Office	Direct – CCPD	Answer evaluation questions
9/08	9:00 – 10:00	Dionísio Pereira Plataforma das ONGs	Interview	Sede Plataforma ONGs (Achada São Filipe)	Direct – CCPD	Answer evaluation questions
9/08	11:30 – 13:00	Visita centro de saúde reprodutiva da fazenda. Praia	Visita centro de saúde reprodutiva	Praia	Direct – CCPD	Fieldwork
9/08	15:00 – 16:00	Indira Silva Centro da Juventude de Praia	Visita centro da Juventude de Praia	Praia	Direct – CCPD	Fieldwork

7.8 Evaluation Matrix

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard	Methods for data analysis
Relevance	To what extent are the objectives of the CCPD of UNDP, UNFPA and UNICEF consistent with country development priorities and policies, and were aligned throughout the programme period with government priorities and with agencies global policies and strategies?	<ul style="list-style-type: none"> - To what extent are the programme results: <ul style="list-style-type: none"> • responsive to the needs of the country, • aligned with government priorities • as well as with UNDP, UNFPA and UNICEF global policies and strategies and international partners' policies (including the MDG) - Are the intended outputs and outcomes aligned with the key development strategies of the country? - Do the outputs and outcome address the specific development challenges of the country and the intended beneficiaries? - Were there any unintended consequences (positive or negative) that have implications to the development goals of the country? - Has the three agencies been influential in country debates based on their comparative advantage and has it influenced national policies? - To what extent was the Joint Office can answer specific / urgent requests from national partners? What was the quality of the response? 	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - United Nation Development Assistance Framework for Cabo Verde – (UNDAF) - Estratégia de Crescimento e de Redução da Pobreza III (2012 – 2016) - Constrangimentos ao Crescimento, à Transformação e à Redução da Pobreza - PNUD, UNFPA and UNICEF Strategic documents - UNDAF Annual Workplan - CCPD Evaluation Plan - Relatório de Progresso dos Objectivos de Desenvolvimento do Milénio - Plano Nacional de Desenvolvimento Sanitário - Plano Nacional para a igualdade de Género 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups 	<p>Each output of the CCPD is explicitly linked to a result of the Strategic Plan of UNDP, UNFPA or UNICEF, a national priority and/or a result of the UNDAF</p> <p>The objectives and strategies of the components of the CCPD are consistent with the priorities of the UNDAF, the national development strategies and policies</p> <p>Capacity of response to changing scenarios and to requests made by national partners.</p> <p>The response was adequate in relation to the magnitude of the claims of national <i>partnerts</i>.</p> <p>Degree of flexibility in redirecting funds and the adaptation of the objectives and interventions in light of changes in national priorities.</p>	<p>Qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/ success standard	Methods for data analysis
Effectiveness	To what extent the CCPD outputs have been achieved, and to what extent the outputs have contributed to the achievement of the CCPD outcomes	<ul style="list-style-type: none"> - Did the outputs contribute to the achievement of the CCPD outcomes? - If not fully achieved the outputs and outcomes, was there any progress? If so, what level of progress towards outcomes has been made as measured by the outcome indicators presented in the results framework. - What evidence is there that the CCPD has contributed towards an improvement in national body's capacity, including institutional strengthening? - What contributing factors enhance or impede UNDP, UNFPA and UNICEF performance in this area. - How effective have UNDP, UNICEF and UNFPA been in partnering with civil society (where applicable) and the private sector to promote development in the country? - To what extent has the programme supported domestication of key regional frameworks, experiences and international best practices through national development plans and strategies? - Have the agencies utilized innovative techniques and best practices in its programming? 	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - UNDAF Annual Workplan - CCPD Evaluation Plan - One UN Annual Report (2012, 2013, 2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF - RAM analytical statements of progress - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups - Field visits 	<p>Degree of achievement of the outputs specified in the CCPD, meeting the indicators defined for each of them and checking the satisfaction of partners.</p> <p>Positive output impact on outcomes according to predictions stated in Programm strategy formulation</p> <p>Effective relationships between JO and national partners</p> <p>The JO adapted regional and international frameworks to national plans and strategies; and the utilizations of best practices</p>	<p>Theory of change</p> <p>Quantitative and qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard	Methods for data analysis
Efficiency	To what extent the programme was executed regarding a good relationship between outputs and inputs, identifying that the most efficient process has been adopted	<ul style="list-style-type: none"> - Are the approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country? - Has UNDP's CCPD strategy and execution been efficient and cost effective? - To what extent did the country office take advantage of existing opportunities for synergies to maximize use of resources? - Are the monitoring and evaluation systems employed helping to ensure that programmes are managed efficiently and effectively for proper accountability of results? 	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - One UN Annual Report (2012, 2013, 2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF - RAM analytical statements of progress - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups - Field visits 	<p>The approaches, resources, models, conceptual framework are relevant to achieve the planned outcome. No irrational processes or duplications</p> <p>Good relationship cost effectiveness</p> <p>Evidences of synergies in the use of resources</p> <p>Use of monitoring and evaluation systems for the management of the CCPD</p>	<p>Theory of change</p> <p>Quantitative and qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard	Methods for data analysis
Sustainability	To what extent the continuation of benefits from the Joint Office of UNDP, UNFPA and UNICEF financed intervention after external development	<ul style="list-style-type: none"> - What is the likelihood that UNDP, UNFPA and UNICEF supported interventions are sustainable? - Were there exit strategies in place? - What mechanisms have been set in place to support the government/ institutional partners to sustain improvements made through the interventions? 	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - One UN Annual Report (2012, 2013, 2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups - Field visits 	<p>Existence of strategies and mechanisms for appropriation by national counterparts</p> <p>Generation of conditions conducive to the sustainability of the CCPD results</p>	<p>Theory of change</p> <p>Quantitative and qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>

	assistance has come to an end, linked, in particular, to their continued resilience to risks?	- What changes should be made in the current set of partnerships in order to promote long term sustainability?	UNICEF - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents		Existence of formal political and financial commitments to give sustainability to the products and results	
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7.8.1 Evaluation Matrix: Strategic Positioning Analysis

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard
Coordination	<p>-To what extent did the Joint Office of UNDP, UNFPA and UNICEF contribute to the coordination mechanisms in the UN system in Cabo Verde?</p> <p>-To what extent the JO model contribute to a more coherent and efficient response to national priorities as well as to ensure greater coherence in planning, implementation and operational management?</p>	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - United Nation Development Assistance Framework for Cabo Verde – (UNDAF) - PNUD, UNFPA and UNICEF Strategic documents - UNDAF Annual Workplan - One UN Annual Report (2012, 2013, 2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents - UNDAF and DaO evaluation reports 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups - Field visits 	<p>Coordinating actions with other UN agencies in the implementation of the CCPD</p> <p>No duplication of tasks identified by different United Nations Agencies</p> <p>Actions and processes for the implementation of the CCPD under the JO model was efficient and effective to ensure greater coherence in planning, implementation and operational management</p>	<p>Qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard
Added Value	<ul style="list-style-type: none"> - What is it that UNDP, UNFPA and UNICEF does particularly and distinctively well as compared to other development partners in the country? - What could be specific roles that the Joint Office of UNDP, UNFPA and UNICEF could play or products that could deliver to mobilize resources and enhance its contribution to development results in the country? 	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - United Nation Development Assistance Framework for Cabo Verde – (UNDAF) - PNUD, UNFPA and UNICEF Strategic documents - UNDAF Annual Workplan - One UN Annual Report (2012, 2013, 2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups - Field visits 	<p>Main comparative advantages of UNDP, UNFPA and UNICEF - especially compared with other development partners in the country.</p> <p>Strengths of UNDP, UNFPA and UNICEF, indicating which the results of corporate features are and which derived from the specific characteristics of the country office.</p> <p>Identified opportunities to mobilize resources and enhance its contribution to development results in the country</p>	<p>Qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>

7.8.2 Evaluation Matrix: Cross cutting issues

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard
Human rights	To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefitted from CCPD interventions	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - United Nation Development Assistance Framework for Cabo Verde – (UNDAF) - PNUD, UNFPA and UNICEF Strategic documents - UNDAF Annual Workplan - One UN Annual Report (2012, 2013, 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups - Field visits 	<p>Poor, indigenous and physically challenged population, women and other disadvantaged and marginalized groups has benefitted from CCPD interventions – identify outputs with this target population effectively implemented</p>	<p>Qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>

		2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents - Available research on poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups			
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Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard
Gender Equality	- To what extent has gender been addressed in the design, implementation and monitoring the different interventions? - To what extent has programme support promoted positive changes in gender equality?	- Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - United Nation Development Assistance Framework for Cabo Verde – (UNDAF) - PNUD, UNFPA and UNICEF Strategic documents - UNDAF Annual Workplan - One UN Annual Report (2012, 2013, 2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents - Available research in country on gender equality	- Documentary review - Key Individual interviews - Focus groups - Field visits	Gender has been identified as a cutting issue addressed in the design, implementation and monitoring the different interventions Outputs with a gender equality promotion strategy	Qualitative analysis Triangulation Expert and desk research

Relevant evaluation criteria	Key questions	Specific sub-questions	Data sources	Data collection methods/Tools	Indicators/success standard
Capacity Building	<ul style="list-style-type: none"> - Did the programme adequately invest in, and focus on, national capacity development to ensure sustainability and promote efficiency? - Are the knowledge products (reports, studies, etc.) delivered by the programme utilized by the country? 	<ul style="list-style-type: none"> - Common Country Programm Document for Cape Verde 2012-2016 (CCPD) - United Nation Development Assistance Framework for Cabo Verde – (UNDAF) - PNUD, UNFPA and UNICEF Strategic documents - UNDAF Annual Workplan - One UN Annual Report (2012, 2013, 2014, 2015) - Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF - Project Evaluation Reports (NAPA, Consolidation of Protected Areas) - Project documents 	<ul style="list-style-type: none"> - Documentary review - Key Individual interviews - Focus groups - Field visits 	<p>Evidence of invest in national capacity development to ensure sustainability and promote efficiency</p> <p>Evidence of use of knowledge products (reports, studies, etc.) delivered by the programme</p>	<p>Qualitative analysis</p> <p>Triangulation</p> <p>Expert and desk research</p>



7.9 Terms of Reference



REQUEST FOR PROPOSALS

**Consultancy Services for the Final Evaluation of the
Common Country Programme Document from UNDP,
UNFPA and UNICEF
Cabo Verde**

**The Joint Office of UNDP, UNFPA and UNICEF
April, 2016**

Deadline of Submission	Date: May 23, 2016 Time: 15:00 – Cabo Verde Time
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Section 3: Terms of Reference (TOR)

Final Evaluation Common Country Programme Document from UNDP, UNFPA and UNICEF Cabo Verde

I. BACKGROUND AND CONTEXT

The current 2012-2017 Common Country Programme (CCPD) of UNDP, UNFPA and UNICEF is aligned with national priorities, described in the Government's 2012-2016 Growth and Poverty Reduction Strategy (DECRP III). In particular it contributes to the Growth and Poverty Reduction Strategy (DECRP) axes; of the seven strategic priorities outlined in the Government's programme, the CCPD contributes directly contributes to the following three (i) "Build a dynamic, competitive, innovative, and sustainable economy, with shared prosperity for all"; (ii) "Promote social development and cohesion, and facilitate access to basic services"; and (iii) "Consolidate democracy, and good governance". The programme also responds to the four pillars identified by the UNDAF, namely: (i) inclusive growth and poverty reduction; (ii) consolidation of institutions, democracy and citizenship; (iii) reduction of disparities and promotion of equity; and (iv) environmental sustainability and climate change adaptation.

The CCPD (DP/FPA/OPS-ICEF/DCCP/2011/CPV/1) was presented to the Executive Board for discussion and comments at its 2011 second regular session (12-15 September 2011). The document was subsequently revised, and this final version was approved at the 2012 first regular session of the Executive Board on 10 February 2012.

In February 2016, following the UNDAF extension requested by the Government the CCPD was also approved for extension until 2017. The CCPD 2012-2016 followed the principle of alignment with the agencies strategic plan with particular emphasis on focusing on priorities, avoiding duplication or fragmentation, building on lessons learned and a coherent response to country development priorities. As a result, there was a consolidated effort to strengthen evidence-based programming articulated around three levels of assistance: (i) support to human rights and gender-based macro-economic policy choices; (ii) consolidation of institutional capacities for adequate management of the country's multiple transitions; and (iii) development of local and community capacities for direct impacts on the improvement of living conditions. The interventions are intended to benefit essentially children, youth and women of Cabo Verde.

Cabo Verde became the first pilot Joint Office (JO) of the Ex-Com agencies (UNDP, UNICEF, UNFPA and WFP) on 1 January 2006. This was a major step of UN reform towards the harmonization and simplification of UN activities in small countries, a common premises for the UN already existed since the early 1990s, but a call for further cost-effective and cohesive UN country programmes had led to the initiative to merge the organizations of these four agencies to one. Since 2010, WFP ended its operations in Cabo Verde. The JO, now comprising only 3 agencies – UNDP, UNICEF and UNFPA - is presently implementing the second UNDAF/One UN Programme covering the period 2012-2016 under four pillars – Inclusive growth and poverty reduction, Consolidation of institutions, democracy and citizenship, and Environmental sustainability and climate change adaptation - for a total estimated amount of US\$16.8 million. The budget of the Joint Office represents approximately 60 per cent of this amount.

A Joint Office model consists of a single UN office of the participating agencies, led by one representative who equally represents all the participating agencies and is also the UN Resident Coordinator. The JO has one organizational structure and a single programme (Common Country Programme – CCPD) encompassing the activities and mandates of the three participating agencies (UNDP, UNFP and UNICEF),

and uses one set of business processes, rules and regulations under a “support agency” arrangement. It was decided that UNDP processes, systems and contracting arrangements would be adopted by the Joint Office.

The Joint Office is structured in Operation and Programme. For the programme implementation the Office is organized in four Units: Democratic Governance, Population and Poverty Reduction, Human Capital Development and Environment, Energy and Disaster Risk Reduction.

COUNTRY CONTEXT

Cabo Verde is a small insular state in development, graduated from least developed country (LDC) status in 2008. The country is experiencing a demographic dividend, a rapid and fleeting process which is expected to last until the 2020s and which represents a historical opportunity for driving inclusive social and economic growth. Despite being transitory, the impacts of this demographic process may bring decisive and long-lasting benefits, as long as the country adopts strategies to transform the quantitative advantage of the working-age population into a qualitative advantage, mainly through investments in human capital qualification. The total resident population is around half million, 54 per cent of whom are under 24 and the annual population growth is 1.2 per cent. The country achieved the most of the Millennium Development Goals (MDG) targets, in particular for poverty reduction, education and health, and many of its development indicators stand out as exceptions for the region (West Africa). Universal access to primary and secondary schools has been achieved, a strong social safety net has been set up, and the benefits of growth have been distributed through an inclusive approach to policy making and nation-building. According to the last Human Development Report (2015), Cabo Verde ranks 122nd out of 187 countries in the UNDP’s Human Development Index (HDI).

However, disaggregated analyses show that the country faces some geographical, gender and group-specific disparities. Poverty rates reach 27% of the population and around 16 per cent are unemployed. Gender-based disparities include access to employment and social protection. As regards the political participation of women it remains modest in the legislative branch and at the municipal level (where women occupy about one fourth of elected positions). In addition, although better qualified on the whole, young people suffer more acutely from unemployment.

Despite its exceptional progress, Cape Verde still faces economic vulnerabilities associated with its previous LDC status. Two key contributors to the economy, tourism and remittances, are highly dependent on the overall global financial climate. The informal sector contribute for 12% of GDP. For the last three years, Cabo Verde’s GDP growth rate has languished between 1 and 2%, far below the 6-7% rates experienced prior to the 2008/09 international crisis. The public debt is currently estimated at 114% of GDP and is estimated to reach 120% in 2017.

Environmentally, the country is also facing challenges, including groundwater scarcity, recurrent drought, fragile ecological systems and soil erosion. The insularity and climate change are expected to have serious consequences on what are already sensitive ecosystems and may significantly reverse progress made on development and reducing poverty. The mainstreaming of a risk-reduction and resilience-building approach into the national development process is important to reduce climatic risks and build the country’s adaptive capacity, while addressing underlying causes of vulnerability, including those pertaining to gender inequality.

Important factors that contributed to Cabo Verde’s transformation include strong governance, sound democratic institutions, transparent and participative electoral processes and a free media.

Cabo Verde has held legislative elections in March 2016 and will hold presidential and local still in 2016. In 2016 the new PRSP (Strategy Document for Growth and Poverty Reduction – DECRP IV) will be

elaborated and programmatic lines the period 2017-2021. The period 2012-2016 in Cabo Verde was characterized by the search for sustainable policy solutions at the end of the transition period after graduation from LDC status, in a post-global financial crisis world, and with the vulnerabilities typical of a Small Island Developing Country (SIDS).

II. EVALUATION PURPOSE

This CCPD evaluation will be conducted in fulfilment of UN regulations and rules guiding evaluations. The Joint Office of UNDP, UNFPA and UNICEF in Cabo Verde is commissioning this evaluation to ascertain the outcomes and outputs of the common country programme measured against its original purpose, objectives whilst in the process capturing the evaluative evidence of the relevance, effectiveness, efficiency and sustainability of this strategic programme document, which will set the stage for new programme cycle. It is anticipated that the evaluation will outline lessons learned and recommendations which will be useful in contributing to the growing body of knowledge for the coming CCPD and UNDAF planning cycle. The evaluation serves as an important accountability function, providing CO, RO's, HQ's, national stakeholders and partners with an impartial assessment of the results.

III. EVALUATION SCOPE AND OBJECTIVES

This end of programme evaluation will cover the period 2012 – 2015 and will be conducted from May 2016 through to July 2016, highlighting the key lessons learned to provide informed guidance to future programming. The evaluation will cover all activities planned and/or implemented during the period 2012-2015 and will give a special focus on the contribution to child and maternal mortality reduction, environmental sustainability, good governance, protection and human rights (See [Annex CCPD](#)).

The overall objective of this evaluation is to analyze the relevance, performance and the Joint Office of UNDP, UNFPA and UNICEF strategic positioning during the next strategic programming cycle 2018-2021. The specific objectives of the evaluation of the CCPD of UNDP, UNFPA and UNICEF:

1. to provide the Joint Office of UNDP, UNFPA and UNICEF in Cabo Verde, national stakeholders, the Regional Offices, the headquarters as well as the wider audience with an assessment of the relevance and performance of the Common Country Programme and alignment with agencies strategic plan;
2. Determine the strategic positioning of the three agencies UNDP, UNFPA and UNICEF in adding value to the evolving national priorities and development context;
3. Assess the existing frameworks and strategies adopted by the UNDP, UNICEF and UNFPA in providing support to the government of Cabo Verde including partnership strategies, engagements, and whether they were well conceived for achieving planned objectives;
4. Appraise the sustainability of the programme, including the institutionalization of interventions;
5. Assess relevance and utilization of M&E processes
6. to draw key lessons from past and current cooperation and: (i) provide a set of clear and forward-looking options leading to strategic and actionable recommendations for the next programming cycle; (ii) provide inputs to inform the strategic repositioning of the Country Office in light of the three agencies new business model in middle income countries.

The evaluation will cover all activities implemented during the period 2012- 2015 within each programme area (Child protection, nutrition, health, education, environment, disaster risk reduction, poverty reduction, reproductive health and rights, youth, population dynamics and sustainable development, and south-south cooperation, governance, gender, poverty reduction).

A special focus should be placed on four specific areas aiming to assess the contribution of the CCPD for: i) child and maternal mortality reduction; ii) environmental sustainability and disaster risk reduction; iii) social and economic governance, and; iv) child protection and human right (including gender equality and Gender Based Violence). Besides the assessment of the intended effects of the programme, the evaluation also aims at identifying potential unintended results. Concerning the geographical scope, the evaluation will cover the action of the three agencies in entire archipelago.

The evaluation has two components: a) the analysis of the programmatic areas, b) the analysis of the strategic positioning. The component b should provide inputs to support the three agencies in best strategic positioning to increase its added value in the Cabo Verde context and in line with the new modalities of engagement of these agencies in middle income Countries. It will be also important for repositioning these agencies for the next UNDAF cycle.

The country programme evaluation should make recommendations on strengthening the programme monitoring system and particularly data collection and results reporting to support programmatic efficacy and efficiency. From this perspective, evaluation users and target audience are the Joint office of UNDP, UNFPA and UNICEF and the Country Programme counterparts (government, NGOs, academic institutions and the private sector), as well as other United Nations System agencies in Cabo Verde, the UNDP, UNFPA and UNICEF Regional Offices (WCARO), Headquarters and the Executive Board.

In summary, the CCPD Terminal Evaluation has as its main objectives:

1. To ensure accountability for the achievement of the CCPD of UNDP, UNFPA and UNICEF objectives
2. To enhance organizational and development
3. To enable informed decision-making regarding the strategic positioning of the Joint Office next programme cycle

IV. EVALUATION QUESTIONS

The evaluation seeks to answer, but is not limited, to the following questions, focused around the evaluation criteria of relevance, effectiveness, efficiency and sustainability as well as coordination and added value.

1. Relevance (including responsiveness): The criteria of relevance brings into focus the extent to which the objectives of the CCPD of UNDP, UNFPA and UNICEF are consistent with country development priorities and policies, and were aligned throughout the programme period with government priorities and with agencies global policies and strategies. The ability of the CO to respond to: a. changes, emerging development priorities and/or additional requests from the national counterparts, and b. shifts caused by external factors in an evolving country context. Relevance also consider the coherence between the perception of what is needed as envisioned by the planners and the reality of what the needed from the perspective of intended beneficiaries. In this regard the appropriateness is very important to analyze the acceptance and feasibility of the proposed interventions.

- Proposed questions are: To what extent are the programme results (i) responsive to the needs of the country (in particular the needs of vulnerable groups), (ii) aligned with government priorities (iii) as well as with UNDP, UNFPA and UNICEF global policies and strategies and international

partners' policies (including the Millennium Development Goals and global references such as rights-based approach, gender equality, equity focus, human development principles, etc.).

- To what extent is UNDP, UNICEF & UNFPA's engagement a reflection of strategic considerations, including their role in the particular development context in Cabo Verde based on their comparative advantage?
- Are the intended outputs and outcomes aligned with the key development strategies of the country? Are they consistent with human development needs of the country and the intended beneficiaries? Do the outputs and outcome address the specific development challenges of the country and the intended beneficiaries? Were there any unintended consequences (positive or negative) that have implications to the development goals of the country?
- To what extent has the selected method of delivery been appropriate to the changes in the development context?
- Has the three agencies been influential in country debates based on their comparative advantage and has it influenced national policies?

Efficiency: Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.

Proposed questions are:

- Are the approaches, resources, models, conceptual framework relevant to achieve the planned outcome? Are they sufficiently sensitive to the political and development constraints of the country?
 - Has UNDP's CCPD strategy and execution been efficient and cost effective over a reasonable time period;
 - To what extent did the country office take advantage of existing opportunities for synergies to maximize use of resources?
 - Are the monitoring and evaluation systems employed helping to ensure that programmes are managed efficiently and effectively for proper accountability of results?
-
- **Effectiveness:** This criteria seeks to analyze the extent to which the CCPD outputs have been achieved, and the extent to which the outputs have contributed to the achievement of the CCPD outcomes. Proposed questions under this criterion are:
 - To what extent have the CCPD outputs been achieved? Did the outputs contribute to the achievement of the CCPD outcomes?
 - If not fully achieved, was there any progress? If so, what level of progress towards outcomes has been made as measured by the outcome indicators presented in the results framework. What evidence is there that the CCPD has contributed towards an improvement in national body's capacity, including institutional strengthening? What contributing factors enhance or impede UNDP, UNFPA and UNICEF performance in this area.
 - How effective have UNDP, UNICEF and UNFPA been in partnering with civil society (where applicable) and the private sector to promote the envisaged development in in the country?

- To what extent has the programme supported domestication of key regional frameworks, experiences and international best practices through national development plans and strategies?
- Have the agencies utilized innovative techniques and best practices in its programming?
- **Sustainability:** This criteria focuses on analyzing the continuation of benefits from the Joint Office of UNDP, UNFPA and UNICEF financed intervention after external development assistance has come to an end, linked, in particular, to their continued resilience to risks. Proposed question under this criterion is:
 - What is the likelihood that UNDP, UNFPA and UNICEF supported interventions are sustainable?
 - Were there exit strategies in place?
 - What mechanisms have been set in place to support the government/ institutional partners to sustain improvements made through the interventions?
 - What changes should be made in the current set of partnerships in order to promote long term sustainability?

The evaluation should also include an assessment of the extent to which programme design, implementation and monitoring have taken the following cross cutting issues into consideration:

Human rights

- To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefitted from CCPD interventions

Gender Equality

- To what extent has gender been addressed in the design, implementation and monitoring the different interventions?
- To what extent has programme support promoted positive changes in gender equality? Were there any unintended effects?

Capacity Building

- Did the programme adequately invest in, and focus on, national capacity development to ensure sustainability and promote efficiency
- Are the knowledge products (reports, studies, etc.) delivered by the programme utilized by the country?

Coordination:

- To what extent did the Joint Office of UNDP, UNFPA and UNICEF contribute to the coordination mechanisms in the UN system in Cabo Verde?
- To what extent the JO model contribute to a more coherent and efficient response to national priorities as well as to ensure greater coherence in planning, implementation and operational management?

Added Value:

- What is it that UNDP, UNFPA and UNICEF does particularly and distinctively well as compared to other development partners in the country?

- What could be specific roles that the Joint Office of UNDP, UNFPA and UNICEF could play or products that could deliver to mobilize resources and enhance its contribution to development results in the country?

The questions listed above are only indicative; the final set of evaluation questions will be determined during the design phase, after a discussion with the evaluation reference group. The evaluation questions must be included in the evaluation matrix in Annex B.

Based on the above analysis, the evaluators are expected to provide overarching conclusions results in the different areas of support, as well as recommendations on how the JO could adjust its programming, partnership arrangements, resource mobilization strategies, and capacities to ensure that the different portfolio fully achieves current planned outcomes and is positioned for sustainable results in the future. The evaluation is additionally expected to offer lessons for support in country and elsewhere based on this analysis.

V. METHODOLOGY

The CCPD evaluation will be carried out by an external team of evaluators, and will engage a wide array of stakeholders and beneficiaries, including regional bodies, governments where programmes or advisory support were provided, academics and subject experts, private sector representatives etc.

The evaluators will review all relevant sources of information, such as the programme document, projects document, projects evaluation, annual and project reports, UNDAF midterm review, progress reports, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the CO team will provide to the evaluator for review is included in [Annex C](#) of this Terms of Reference (ToR). The Terminal Evaluation will be conducted in a participatory manner working on the basis that its essential objective is to assess the CCPD implementation.

The Task Manager will convene an Advisory Panel comprising of technical experts to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Evaluation Team Leader will provide a detail rationale to the advisory panel for any comment that remain unaddressed.

This evaluation is expected to take a “theory of change” (TOC) approach to determining causal links between the interventions that the Joint Office of UNDP, UNFP and UNICEF has supported, and observed progress in human development. The evaluator will develop in consultation with the CO team, a logic model of how CCPD interventions are expected to lead to improved national and local service delivery. Evidence obtained and used to assess the results of the three agencies support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, and technical papers, stakeholder interviews, focus groups, surveys and site visits. The evaluator will also propose a rating scale in order that Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability.

The evaluation exercise will be wide-ranging, consultative, and participatory ensuring representation of both women and men, entailing a combination of comprehensive desk reviews, analysis and interviews.

While interviews are a key instrument, all analysis must be based on observed facts, evidence and data. This precludes relying exclusively upon anecdotes, hearsay and unverified opinions. Findings should be specific, concise and supported by quantitative and/or qualitative information that is reliable, valid and generalizable.

One week after contract signing, the evaluation team will produce an Inception Report. The Inception Report should include an evaluation matrix presenting the evaluation questions, data sources, data collection, analysis tools and methods to be used. The Inception Report should detail the specific timing for evaluation activities and deliverables, and propose specific site visits and stakeholders to be interviewed. The evaluator will also propose a rating scale in order that Performance rating will be carried out for the four evaluation criteria: relevance, effectiveness, efficiency and sustainability. The inception report will be discussed and agreed with the Country Office and Regional Office before the evaluator proceed with site mission.

The draft of the CCPD 2012-2016 Evaluation Report should will be shared with all staff and stakeholders, and presented in a validation workshop that the Joint Office of UNDP, UNFPA and UNICEF will organize. Key partners and stakeholders will participate in this workshop. Feedback received from these sessions should be taken into account when preparing the final report. The evaluation team will produce an 'audit trail' indicating whether and how each comment received was addressed in revisions to the final report.

A lessons learned report will also be produced and discussed during the validation workshop. Feedback received should be taken into consideration when preparing the lessons learned report. The lessons learned report should cover the different facets of the CCPD interventions and should take into account the mandates of the three agencies. This reports should be annexed in the main evaluation report.

The evaluation report minimum contents and outline will be discussed with evaluation team at the beginning of their assignment. How the information has been obtained and analyzed should be specifically explained and all statements should be properly detailed, supported and explained. The evaluation team will identify any limitations to the evaluation and propose strategies to mitigate them. The suggested table of contents of the evaluation report is as follows:

- Title
- Table of contents
- Acronyms and abbreviations
- Executive Summary
- Introduction Background and context
- Evaluation scope and objectives
- Evaluation approach and methods
- Data analysis
- Findings and conclusions
- Lessons learned
- Recommendations
- Annexes

The steps in data collection are anticipated but not limited to the following:

Desk reviews: The evaluation team will collect and review all relevant documentation, including the following: i) Relevant National documents; ii) programme/project documents and activity reports; iii) past evaluation/ self-assessment reports; iv) deliverables from the programme activities, e.g. published reports and training materials;; v) JO reports; vii) UNDP's corporate strategies and reports; and viii) government, media, academic publications were relevant.

Stakeholder interviews: The evaluation team will conduct face-to-face and/or telephone interviews with relevant stakeholders, including: i) UNDP, UNICEF and UNFPA staff (managers and programme/project officers) and ii) policy makers, beneficiary groups and donors in the country. Focus groups may be organized as appropriate.

Field visits: The evaluation team will visit selected programme sites to observe first-hand progress and achievements made to date and to collect best practices/ lessons learned. A case study approach will be used to identify and highlight issues that can be further investigated across the programme

VI. EVALUATION PRODUCTS (DELIVERABLES)

The following reports and deliverables are required for the evaluation:

- i. **Evaluation inception report** - An inception report should be prepared by the evaluators before going into the full-fledged data collection exercise. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report provides the JO CO and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.
- ii. **Draft evaluation report** - The JO CO and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria.
- iii. **Final evaluation report**
- iv. **Lessons learned Report** - The lessons learned report should cover the different facets of the programme implemented by the JO. This report should be annexed in the main evaluation report.
- v. **Evaluation brief and other knowledge**

All deliverables will be elaborated in English and must be submitted in digital form together with all supporting documentation including tables, graphs and diagrams in its original format. The PowerPoint presentation for the dissemination seminar and the final report should be translated in *Portuguese*.

VII. EVALUATION TEAM COMPOSITION AND REQUIRED COMPETENCIES

The evaluation will be undertaken by an external Consultancy Firm, hired as consultants, comprising of a Team Leader and Evaluators.

Required Qualifications of the team

The **Team Leader** will have the overall responsibility for the production of the deliverables defined in item VI above.

- He/she will lead and coordinate the work of the evaluation team and will also be responsible for the quality assurance of all evaluation deliverables;
- Minimum 10 years of professional experience in evaluation of development programme, including in the areas of human development, children rights, gender equality and social services;
- The team leader must have a Master Degree and extensive previous experience in leading complex evaluations, especially in the field of development cooperation for UN agencies and/or other international organizations evaluations;
- Demonstrated capacity for strategic thinking and policy advice are essential. Familiarity with United Nations operations will be an asset;
- Working knowledge in Portuguese and fluency in English is required.

Evaluator's and others members competencies

- Minimum of 5 years' experience in conducting evaluations of development programmes
- Strong working knowledge of the United Nations and its mandate, and more specifically the work and mandates of UNDP, UNFPA and UNICEF;
- Sound knowledge of results-based management systems, and monitoring and evaluation methodologies; including experience in applying SMART (**S** Specific; **M** Measurable; **A** Achievable; **R** Relevant; **T** Time-bound) indicators;
- Knowledge and experience in evaluating child and maternal mortality health, environmental sustainability and disaster risk reduction, social and economic governance, and child protection and human right (including gender equality and Gender Based Violence) results;
- Excellent reporting and communication skills;
- Work knowledge in Portuguese and English is required;
- knowledge of the national development context is an asset;
- Familiarity with the challenges of developing countries to develop, strengthen and ensure sustainable development;
- Familiarity with Cabo Verde or similar SIDS (Small Islands Developing States) countries;
- Excellent in interpersonal relations, coordination, planning and team work;
- Excellent feedback-giving skills and culture sensitiveness

The size of team will be proposed by the Contractor according to the needs and scope of this evaluation as stated in this ToR. The team must have at least one national member (resident in Cabo Verde) in order to have a good knowledge of local context and at least one Portuguese speaking member.

VIII. EVALUATOR ETHICS

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'⁶⁴. The Consultants must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on it data. The Consultants must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP, UNFPA and UNICEF, and partners.

IX. IMPLEMENTATION ARRANGEMENTS

The Joint Office of UNDP, UNFP and UNICEF will select the evaluation team through according to UNDP rules and procedures³. The Deputy Representative of the Joint Office of UNDP, UNFP and UNICEF is responsible for the management of the Team of evaluators and will in this regard designate focal persons for the evaluation and any additional staff to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants, etc.). The Representative of UNDP, UNFPA and UNICEF will take responsibility for the approval of the final evaluation report in liaison with the Government.

The designated JO focal point will assist the Evaluation Team in arranging introductory meetings with the relevant parties in the country. The team will take responsibility for setting up meetings and conducting the evaluation, subject to advanced approval of the methodology submitted in the inception report. The CO will develop a Management Response to the evaluation within six weeks of report finalization.

While JO will provide some logistical support during the evaluation, for instance assisting in setting interviews with national institutions and senior government officials, it will be the responsibility of the Evaluation Team to logistically and financially arrange their travel to and from relevant interventions sites (if necessary) and to arrange most interviews. Planned travels should be included in the technical proposal and in the Inception Report.

The Representative of the Joint Office will convene an **Advisory Panel** comprising of technical experts from CO and RO's to enhance the quality of the evaluation. This Panel will review the inception report and the draft evaluation report to provide detail comments related to the quality of methodology, evidence collected, analysis and reporting. The Panel will also advise on the conformity of evaluation processes to the UNEG standards. The evaluation team is required to address all comments of the Panel completely and comprehensively. The Evaluation Team will provide a detail rationale to the advisory panel for any comment that remain unaddressed.

In addition, a Steering Committee chaired by the JO Representative and co-chaired by a high level representative from the Government (Ministry in charge of Foreign Affairs and/or Planning) and composed by JO Head of Units, Civil Society through *Plataforma das Ong's* and others institutions considered relevant for this evaluation. This Steering Committee have responsibility for the approval of the final evaluation report and guidance on the definition of management response of this evaluation.

Roles and Responsibilities

Evaluation manager	The manager of a country programme evaluation oversees the entire process of the evaluation, from its preparation to the dissemination of the final evaluation report. He/she: <ul style="list-style-type: none">• Coordinates the launching of the evaluation process: preparation of the terms of reference, establishment of the evaluation reference group, and the preparation of the background documentations;• Coordinates the selection and hiring process for the team of evaluators, in consultation with the regional office M&E advisers;
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³ Operationally the JO use UNDP procedures.

	<ul style="list-style-type: none"> • Supervises and guides the evaluation team during the evaluation process; • Provides comments/inputs and approves the initial design report, the first draft and the final evaluation report; • Coordinates the logistical support for the conduction of the fieldwork by the evaluation team; • Conducts the evaluation quality assurance in consultation with the regional office M&E adviser; • Coordinates the preparation of the Management response, the dissemination of the final evaluation report and ensures that it is published in the different agencies database and in the web page of the Country Office;
Advisory Panel	<ul style="list-style-type: none"> • Provides input to the ToR of the evaluation and to the selection of evaluation team; • Provides the evaluation team with information and documentation pertaining to the Programme; • Assists with the identification of key stakeholders and facilitates the access of the evaluation team to information sources to support data collection; • Provides comments on the main deliverables of the evaluation, including the draft final report; • Provides comments on the main deliverables of the evaluation, including the final report; • Advises on the quality of work produced by the evaluation; • Assists with feedback on the results, conclusions and recommendations obtained from the evaluation for the design and implementation of the future country programme.
Evaluation Team	<ul style="list-style-type: none"> • Drafts the evaluation design report, including a detailed work plan; • Conducts the fieldwork to collect and process information obtained; • Prepares a presentation on preliminary findings and elements of conclusions and recommendations, the first draft report and the final evaluation report, incorporating the suggestions of the evaluation reference group; • Maintains the Evaluation Manager informed on the progresses and limitations of the work; • Maintains the Steering Committee informed on the progresses and limitations of the work
Steering Committee	<ul style="list-style-type: none"> • Provides comments to the design report, first draft and final evaluation report; • Ensure the alignment of this evaluation with the national mechanisms and policies; • Approve the final evaluation report and management response; • Provides inputs to the management response to the evaluation.

X. TIME FRAME FOR THE EVALUATION PROCESS

The evaluation is expected to take 40 working days for the Consultants, over a maximum period of three months starting after the contract is signed. A tentative date for the Stakeholder Workshop will be set in the inception meeting and the final draft Evaluation Report is due after 35 working days from the

commencement of the assignment. The evaluation team shall work remotely in close communication with the Evaluation Manager and the Advisory Panel and country mission to collect necessary information and for final finding validation should be scheduled. The following table provides an indicative breakout for activities and delivery:

Proposed Evaluation Mission Schedule (30 working days between May and July, 2016)

Activity	Responsible party	Timeframe/Deadline
Desk review, Evaluation design and work plan (Inception report)	Evaluation team	5 days (remotely)
Field visits, interviews with partners, and key stakeholders	Evaluation team	20 days
Drafting of the evaluation reports	Evaluation team	10 days
Debriefing with JO of UNDP, UNFPA and UNICEF	Evaluation team	Half day
Debriefing with partners	Partners and the Evaluation team	Half day
Finalization and submission of the evaluation reports (incorporating comments received on first drafts)	Evaluation team	4 days
Total No. of Working Days		40

DELIVERABLES PAYMENT SCHEDULE

Deliverables	Payment Schedule
Inception report	10%
Field mission	20%
Draft Evaluation and Lesson Learned Report	50%
Final Evaluation and lesson learned Report	20%

XI. APPLICATION PROCESS⁴

Recommended Presentation of Offer (for detailed information, please refer to the Instruction to proposer of the RFP):

⁴ **Living Conditions:** The Office is based Praia, the capital. Cabo Verde has social and political stability since independence, and there are no major security issues. The living conditions in Praia are good, as well as the access to health services. The level of tropical diseases is very low. There are currently no required vaccines at the entrance to Cabo Verde, unless one comes from West Africa. However, immunization against yellow fever, tetanus and polio, as well as hepatitis A, is recommended. Portuguese is the official language of the country, but informal conversations are held in Crioulo caboverdiano. French is the official diplomatic language in Cabo Verde. The currency used is called: Escudo Caboverdiano (1 EUR = 110 CVE). The Cabo Verdean escudo is not changed in several countries. International credit cards (VISA) are accepted in some shops, hotels and restaurants. It is also possible to withdraw money with an international card in some banks/ATM. Meals at restaurants near the UN Office cost between 2.5€ and 15€.

- The Technical Proposal must follow the template in Section 6;
- The Financial Proposal must follow the template in Section 7;

Criteria for Selection of the Best Offer (for detailed information please refer to the Instruction to proposer of the RFP)

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

Annexes:

Annex A: Common Country Programme Document

Annex B: Evaluation Matrix

Annex C: List of Documents to be consulted

Annex D: List of Key partners, including the implementing agencies and partners

Annex E: List of Projects and budget

ANNEX F: Phases and activities of the Evaluation

ANNEXES

ANNEX B. EVALUATION MATRIX

EVALUATION MATRIX						
Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis

ANNEX C: LIST OF DOCUMENTS TO BE CONSULTED (NOT EXHAUSTIVE – TO BE COMPLETED)

1. Common Country Programme Document - CCPD 2012-2016
2. United Nation Development Assistance Framework for Cabo Verde - UNDAF 2012-2016 (+1 year Extension)
3. One UN Annual Report (2012, 2013, 2014, 2015) - <http://un.cv/documentos.php>
4. Country Annual Report (2012, 2013, 2014, 2015) from UNDP, UNFPA and UNICEF
5. Documento de Estratégia de Crescimento e Redução da Pobreza – DECRPIII
6. UNDP Strategic Plan 2014-2017
7. UNFPA Strategic Plan 2014-2017
8. UNICEF Strategic Plan 2014-2017
9. UNDAF Annual Workplan (2012, 2013, 2014, 2015) <http://un.cv/documentos.php>
10. CCPD Evaluation Plan
11. Project Evaluation Reports (NAPA, Consolidation of Protected Areas)
12. Relatório de Progresso dos Objectivos de Desenvolvimento do Milenio
13. Human Development Report
14. Plano Nacional de Desenvolvimento Sanitário
15. Plano Nacional para a igualdade de Genero
16. Project documents

ANNEX D: LIST OF KEY PARTNERS, INCLUDING THE IMPLEMENTING AGENCIES AND PARTNERS

Comissão Nacional dos Direitos Humanos e Cidadania (CNDHC)

Comissão Nacional de Eleições (CNE)

Direção Geral da Administração do Processo Eleitoral (DGAPE)

Instituto Nacional de Estatística (INE)

Ministério da Juventude, Emprego e Desenvolvimento dos Recursos Humanos - MJEDRH

Direção Geral do Planeamento Orçamento e Gestão

Direção Geral Da Juventude, Direção Geral da Solidariedade Social

Instituto Cabo-verdiano da Criança e do Adolescente - ICCA

Instituto do Emprego e Formação Profissional (IEFP)

Ministério da Saúde (MS)

Direção Geral do Planeamento Orçamento e Gestão

Direção Nacional da Saúde

Comissão De Combate ao SIDA (CCS-SIDA)

VERDEFAM

Instituto Cabo-verdiano da Igualdade e Equidade de Género - ICIEG

Ministério do Ambiente, Habitação e Ordenamento do Território (MAHOT)

Direção Geral do Planeamento Orçamento e Gestão

Direção Geral do Desenvolvimento e Administração Local (DGDAL)

Direção Nacional do Ambiente

Instituto Nacional de Ordenamento do Território

Instituto Nacional de Meteorologia e Geofísica (INMG)

Ministério da Educação e Desporto (MED)

Direção Geral do Planeamento Orçamento e Gestão

Direção Nacional da Educação

Gabinete do Primeiro Ministro - Centro de Políticas Estratégicas (CPE)

Tribunal de Contas

Parlamento de Cabo Verde

Câmara Municipal da Ribeira Brava

Ministério do Desenvolvimento Rural

Instituto Nacional de Investigação Agrária

ANNEX E: LIST OF PROJECTS AND BUDGET

Related Atlas Project n°	Related Atlas Output n°	Fund	Project Name
65571	81987	04000 - TRAC UNDP	SUIVI ET MISE EN OEUVRE CONVENTIONS INTERNATIONALES DH
		30000 - 11929 - DRT	
	82410	89001 - RR UNICEF	
91236	96589	30000 - 11929 - DRT	BDRE -
		30071 - GOV	BDRE -
65647	82050	04000 - TRAC UNDP	ANALYSES PROSPECTIVES
		30000 - DRT PNUD	
		89302 - DRT UNFPA	
	82051	89001 - RR UNICEF	
		89003 - RR UNFPA	
65430	81935	04000 - TRAC UNDP	MUNICIPALITES ET DEVELOPPEMENT LOCAL
		30000 - DRT PNUD	
78797	88893	30079 - European Commission	Project Management (PMU)
	88894	30079 - European Commission	Visibility Communication Proj
	90427	30079 - European Commission	ProPALOP-TL SAI - CABO VERDE
	90777	30079 - European Commission	ProPALOP-TL SAI - TIMOR LESTE
58142	72091	55021 - IBSA Facility	Dessalinisatio L'eau S.Nicolau
58318 65442	87149	62040 - CIDA	ADAPT AUX CHANGEMTS CLIMATIQUE
	81945	04000 - TRAC UNDP	Disaster Risk Reduction
		89127 - OR UNICEF	
		89001 - RR UNICEF	
		89003 - RR UNFPA	
	81946	04000 - TRAC UNDP	Low Emission Climate Resilient
		30071 - C SHARING	
		30000 - DRT UNDP	

	93176	04120 - Trac 3 UNDP	Support emergency coord. Fogo
		30000 - Cost Sharing	
58319	72402	62000 - GEF	PIMS 4176 Consolidation of Cape verde Protected Areas
90563	96274	04000 - TRAC UNDP	Mainstreaming biodiversity
		30071	
		62000 - GEF	
61625	78150	62000 - GEF	Third National Communication
88659	95216	04000 - TRAC UNDP	CV Efficiency Energetic
		62000 - GEF	
65432	81936	89001 - RR UNICEF	Renforcement Qualité Service Santé de l'Enfant
		89142 - OR UNICEF	
		89131 - OR UNICEF	
		89148 - OR UNFPA	
	81937	89001 - RR UNICEF	Renforcement réponse multisectorielle au VIH/SIDA
		89003 - RR UNFPA	
		89301 - DRT UNFPA	
		89302 - DRT UNFPA	
	81962	4000	Décentralisation Services SR de Qualité
		89001 - RR UNICEF	
		89302 -	
		89003 - RR UNFPA	
62393	79874	89001 - RR UNICEF	Renforcement de la qualité du secteur de l'éducation
		89003 - RR UNFPA	
		89125 - OR UNICEF	
		89129 - OR UNICEF	
		89131 - OR UNICEF	
65400	81918	89001 - RR UNICEF	Renforcement des systèmes de protection de l'enfant
		89131 - OR UNICEF	
	81943	89001 - RR UNICEF	Renforcement du secteur de la Santé
		89001 - RR UNICEF	
		89131 - DRT UNICEF	
		89302 - DRT UNFPA	

	82604	30000 - DRT PNUD	Renf Institutionnel Jeunesse
		89003 - RR UNFPA	
		89131 - OR UNICEF	
69933	84201	04000 - TRAC UNDP	Gender Mainstreaming
		89001 - RR UNICEF	
		89003 - RR UNFPA	
		89003 - RR UNFPA	
		89302 - DRT UNFPA	
65808	82164	89001 - RR UNICEF	RENFORCEMENT DU SYSTEME NATIONAL. STATISTIQUE
		89003 - RR UNFPA	
		89302 - DRT UNFPA	
73136	86104	30000 - DRT PNUD	Programme Social de Transfert
	87830	89130 - OR UNICEF	
79160	89241	30000 - CS - LUX	Progr Appui Stratégie Nat. Emploi
		30000 - DRT PNUD	
65851	82195	04000 - TRAC UNDP	Support to Program Execution
		30000 - Cost Sharing	
		89001 - RR UNICEF	
		89003 - RR UNFPA	
		89111 - OR UNICEF	

ANNEX F. PHASES AND ACTIVITIES OF THE EVALUATION

Phase	Key activity
Preparation phase	<ul style="list-style-type: none"> • Drafting of the Terms of Reference in consultation with the Regional Office of UNDP, UNFPA and UNICEF; • Approval of ToR; • Constitution of the evaluation reference group; • Compilation of initial list of background information and documentation; • Preparation of the preliminary stakeholder's map; • Selection and hiring of the Evaluation Team.
Design Phase	<ul style="list-style-type: none"> • Conducting a desk review of all relevant documents (global and country specific) concerning the Common Country Programme 2012-2016; • Preparing the final mapping of stakeholders relevant to the evaluation; • Finalizing the list of evaluation questions outlined in the Terms of Reference; • Establishing the strategy, methods and instruments for data collection and analysis; • Drafting a concrete work plan including the functions, responsibilities and dates due for the field phase. <p>At the end of the design phase, the evaluation team will produce an inception report, displaying the results of the above-listed steps and tasks (as defined above)</p>
Field Phase	<ul style="list-style-type: none"> • Collection and analysis of data required in order to answer the evaluation questions; • Analysis of the results with a view to formulate the preliminary findings and recommendations of the evaluation; <p>At the end of the field phase, the evaluation team will provide the CO with a debriefing presentation of the preliminary results of the evaluation, with a view to validating preliminary findings and testing tentative conclusions and/or recommendations.</p>
Synthesis Phase	<p>Continuation of the analytical work and preparation of a first draft of the final evaluation report;</p> <ul style="list-style-type: none"> • The Evaluation Team incorporates comments made by the reference group and consolidates the first draft of the evaluation report; • The Evaluation Team prepares a second draft of the final evaluation report; • Evaluation manager carries out an Evaluation Quality Assessment; • Comments of reference group; • Validation workshop with national stakeholders; • Suggestions are incorporated by the Evaluation Team and the final evaluation report is prepared; • Perform the EQA with inputs from regional M&E advisers.
Dissemination, management response, dissemination and follow-up phase	<p>Sharing the report with stakeholders in country, as well as in the Regional Offices and in headquarters;</p> <ul style="list-style-type: none"> • Coordinating the preparation of the management response including the recommendations from UNDP, UNFPA and UNICEF RO and HQ, and other interested partners; • Publishing the final evaluation report, according to Un procedures and the management response, on the country office web site;

Cover Page

Procurement Reference No.: RFP - Consultancy Services for the Final Evaluation Common Country Programme Document from UNDP, UNFPA and UNICEF Cabo Verde

Technical Proposal

Legal Name of Proposing Organization / Firm:	[insert here]
Country of Registration:	[insert here]
Year of Registration:	[insert here]
Name of Signatory for this Proposal:	[insert here]
Designation of the Signatory:	[insert here]
Date of Preparation:	[insert here]
Email:	[insert here]
Business Address:	[insert here]
Phone / Fax:	[insert here]

⁵ Official Letterhead/Stationery must indicate contact details – addresses, email, phone and fax numbers – for verification purposes

TECHNICAL PROPOSAL COVER PAGES

Section 4 – Proposal Submission Form (use the template hereto) i.e., Statement of Declaration

Statement of Full Disclosure (use the template hereto)

Section 5 – Documents Establishing the Eligibility and Qualification of the Proposer (use the template hereto)

SECTION I. EXPERTISE OF FIRM/ ORGANISATION

1.1 Brief Description of Proposer as an Entity

1.2 Financial Capacity and/or Standing

1.3 Track Record and Experiences

SECTION II. APPROACH AND IMPLEMENTATION PLAN

2.1 Approach to the Service/Work

2.2 Technical Quality Assurance Review Mechanism

2.3 Implementation Timelines

2.4 Subcontracting (if any)

2.5 Risks and Mitigation Measures

2.6 Reporting and Monitoring

2.7 Anti-corruption Strategy

2.8 Partnerships (if any)

2.9 Other

SECTION III. PERSONNEL

3.1 Management Structure

3.2 Staff Time Allocation

3.3 Qualifications of Key Personnel

3.4 Summary of Key Personnel Qualifications

CV of the members of the Team

BANK REFERENCE DETAILS

ANNEXES



End of Report

*Final Evaluation of the Common Country Programme Document
from UNDP, UNFPA and UNICEF*

Cabo Verde

GESAWORLD S.A.

October 2016