

ASSESSMENT OF DEVELOPMENT RESULTS

EVALUATION OF UNDP CONTRIBUTION

SÃO TOMÉ & PRÍNCIPE



HUMAN DEVELOPMENT effectiveness COORDINATION AND PARTNERSHIP
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
sustainability MANAGING FOR RESULTS responsiveness
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efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FOR RESULTS
sustainability MANAGING FOR RESULTS responsiveness
HUMAN DEVELOPMENT effectiveness COORDINATION AND PARTNERSHIP



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Resilient nations.*

ASSESSMENT OF DEVELOPMENT RESULTS **SÃO TOMÉ** **EVALUATION OF UNDP CONTRIBUTION** **& PRÍNCIPE**

Independent Evaluation Office, May 2016
United Nations Development Programme

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ASSESSMENT OF DEVELOPMENT RESULTS: SAO TOME AND PRINCIPE

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FOREWORD

We are pleased to present this Assessment of Development Results (ADR) in São Tomé and Príncipe. This is the first such assessment of UNDP work in São Tomé and Príncipe, and it covers the period from 2007 to 2015. The evaluation was conducted by the UNDP Independent Evaluation Office (IEO) and is one in a series of over 90 country-level evaluations worldwide that constitute a vital component in the UNDP's accountability and result-based management system.

São Tomé and Príncipe has undergone many changes in the last ten years. The country has recorded significant improvements in its human development, and in 2013, was classified as a lower middle-income country as a result of its positive economic performance. However, there are a number of challenges still to be overcome and as a Small Island Developing State (SIDS), the country remains highly vulnerable to external shocks.

UNDP has been a privileged partner of the Government of São Tomé and Príncipe for the last 40 years. UNDP programmes are strongly anchored to the country's development priorities as detailed in the National Poverty Reduction Strategy and the Priority Action Plan, as well as addressing its emerging needs. UNDP has played an important role in public policy dialogue with government partners, and this role has been strengthened in the last three years.

UNDP has worked constructively and has obtained tangible results in a number of areas related to governance and the environment as well as in the fight against HIV/AIDS, tuberculosis and malaria. UNDP has

contributed to institutional capacity building by formulating relevant national strategies and policies, by establishing the necessary institutional infrastructure, by improving partner competencies and knowledge and by strengthening national coordination in the relevant sectors. Improved synergies between the various UNDP programmes would have served to further strengthen UNDP's contribution.

This report includes a set of recommendations for UNDP consideration during its next programming cycle in São Tomé and Príncipe to which UNDP management have indicated the actions they intend to take in response.

We hope that this report will be of use to readers seeking to achieve a better understanding of the broad support that UNDP has provided, including what has worked and what has not, and that it will help UNDP best position itself to help São Tomé and Príncipe continue on its path towards greater economic and political stability.



Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CIP	Criminal Investigation Police
CNE	National Centre for Endemic Diseases
CO	Country Office
CONPREC	National Council for the Preparedness and Response to Natural Disasters
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CPI	Corruption Perceptions Index
DRM	Disaster Risk Management
ERC	Evaluation Resource Centre
FAO	Food and Agriculture Organization of the United Nations
GDP	Gross Domestic Product
GEF	Global Environment Facility
IEO	Independent Evaluation Office
IIAG	Ibrahim Index of African Governance
INPG	National Institute for the Promotion of Equality and Gender Equity
M&E	monitoring and evaluation
NAPA	National Adaptation Programme of Actions
NEC	National Electoral Commission
NGO	non-governmental organization
ODA	Official Development Assistance
OHCHR	Office of the United Nations High Commissioner for Human Rights
PAP	Priority Action Plan
PNLP	National Anti-Malaria Programme
PNLS	National Anti-AIDS Programme
PNLT	National Anti-Tuberculosis Programme

RBA	Regional Bureau for Africa
SNEEG	National Strategy for Gender Equality and Equity
SNRP	National Poverty Reduction Strategy
ToC	theory of change
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNICEF	United Nations Children’s Fund
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

In 2015, the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Assessment of Development Results (ADR) of UNDP's country programme in São Tomé and Príncipe. The ADR aims to identify and highlight evaluative elements of UNDP's contributions to national development results, as well as the effectiveness of its strategy in facilitating and leveraging national efforts in order to obtain development results. The objectives of this ADR are to:

- support the development of the next UNDP Country Programme Document (CPD);
- strengthen the accountability of UNDP to national stakeholders;
- strengthen the accountability of UNDP to its Executive Board.

The ADR covers two programme cycles, 2007-2011 and 2012-2016, and was conducted in 2015 in order to provide elements for the design of a new country programme, which will be implemented from 2017.

Guided by the new version of the ADR Methodology Manual, the evaluation methodology consisted of two main parts: (i) assessment of UNDP's contribution to development results by thematic/programme areas; and (ii) assessment of the quality of its contribution. The ADR presents its observations according to the below criteria, based on an analysis by thematic area, in order to draw general conclusions and formulate recommendations for future programmes.

In accordance with the terms of reference, UNDP's contribution to development results in São Tomé and Príncipe was examined in three thematic/programme areas: democratic governance, poverty reduction and achieving the MDGs, including basic health services through

Global Fund programmes, and environment and sustainable development. Each of the three outcomes for the 2012-2016 period can be attributed to a thematic area. The six outcomes of the 2007-2011 period were also grouped into these three areas to facilitate analysis.

- **UNDP's contribution by thematic/programme areas.** An analysis of the **effectiveness** of UNDP's contribution to development results in São Tomé and Príncipe was conducted through its programme activities. Particular attention was paid to analysing this contribution with respect to UNDP's global vision for the eradication of poverty and reduction of inequality and exclusion as well as UNDP's contribution to the promotion of gender equality and women's empowerment. The analysis was presented by thematic/programme areas.
- **The quality of UNDP's contribution.** The ADR analysed the quality of UNDP's contribution using the following criteria:
 - **relevance** of UNDP's interventions with regards to the country's needs, its national priorities and UNDP's mandate;
 - **efficiency** of UNDP's interventions in terms of the use of human and financial resources (managerial efficiency and programmatic efficiency);
 - **sustainability** of the results to which UNDP has contributed.

The ADR also looked at UNDP's strategic positioning and other strategic aspects that comprised the key explanatory factors of UNDP's performance.

”Outcome Papers” were prepared for each of the outcomes of the Country Programme. They looked at the progress achieved for each outcome and UNDP’s contribution to change since 2007. A theory of change (ToC) approach was used and a ToC for each thematic area was reconstructed by the evaluation team in consultation with UNDP and relevant national stakeholders. Discussions on the ToC sought to identify assumptions made on the changes expected from the programme and on the causal relationship. This in turn formed the basis for the data collection methodology, which was used to verify the theories behind the changes that had been observed. Outcome papers used the ToC approach to assess UNDP’s contribution to results using the evaluation criteria and to identify the factors that influenced this contribution.

KEY FINDINGS

The effectiveness of UNDP’s contribution. UNDP’s programme in São Tomé and Príncipe produced tangible results in the three areas on which its efforts were focused, but there is scope for further progress. In the thematic area of democratic governance, UNDP adopted a capacity-building approach to respond to the needs of public institutions. In addition, the support provided by the Country Programme allowed the National Electoral Commission (NEC) to improve the transparency and credibility of election results, the Criminal Investigation Police (CIP) to improve the quality of its work, the Parliament to build a new public information mechanism and the Directorate General for International Cooperation to have a tool for aid management and coordination. However, the text of the CIP Framework Law has not yet been examined by the Government, and it is difficult to draw a definitive conclusion on the results achieved in making justice accessible to the most vulnerable. In terms of support to the decentralization process, the Programme failed to make progress in achieving this outcome because the prerequisite tools

needed to implement decentralization and make it effective are still lacking. UNDP’s global vision of eradicating poverty and reducing inequality and exclusion was taken into account in the work on democratic governance, but a direct contribution to the reduction of income poverty was not established. Gender equality results are minimal due to the poor integration of gender into the activities supported by UNDP in this area and the programme’s dependence on the efforts of partners for any improvement.

In terms of poverty reduction and achieving the MDGs, work in the fight against endemic diseases has been very effective. In respect to the fight against malaria, the efforts of UNDP and other partners have succeeded in reducing the number of cases: at the end of November 2014, there had been no deaths from malaria (compared to 19 deaths in 2011). The island of Príncipe is in the pre-elimination phase, and São Tomé is in the control phase with very limited transmission. Regarding HIV/AIDS, there has been significant progress in reducing the prevalence rate, which fell from 1.1 to 0.5 per cent between 2008 and 2014. Testing for tuberculosis has become more widespread as a result of the decentralization of laboratory services to the district level. Morbidity and mortality from tuberculosis have fallen as a result of the availability of treatments, including for multi-resistant tuberculosis. It should be noted that these results cannot always be exclusively attributed to UNDP, given that there are other organizations working in the sector with the same implementing partner, the National Centre for Endemic Diseases (CNE), but it is clear that through its work, UNDP has made a significant contribution to these results. However, populations do not have improved access to productive resources, which are essential in order to reduce their vulnerability and improve national cohesion. The reduction of income poverty is generally considered to be an important factor in the good management of the social and political diversity of the country, which is facing challenges to strengthen national

cohesion. Results have been weak because the Global Fund's financing model, which is focused on three endemic diseases, did not allow the Programme to address other underlying questions of poverty linked to livelihoods. In terms of gender equality, men and women have equal access to all the basic social services supported by UNDP as part of the fight against the three endemic diseases.

In the area of environment and sustainable development, the work of the Country Programme has provided effective support to São Tomé and Príncipe, helping to integrate sustainable environmental management, climate change and disaster risk management (DRM) into national development strategies and plans. The environmental dimension is taken into account in the community support package, notably in community water management and DRM. UNDP support has also helped better define procedures for inter-institutional coordination for DRM and clarify issues relating to environmental and climate change. However, the Programme has not helped its national partners to develop an approach to establish links between the macro, meso and micro levels. Although there have been specific activities producing positive results, in general little attention has been paid to the issues of gender equality and women's empowerment.

The quality of UNDP's contribution. In terms of **relevance**, UNDP's programme was aligned with the priorities and needs of São Tomé and Príncipe for the two programme cycles. It was adapted to take into account emerging development issues at both global and national levels. Activities were also coherent with UNDP's global mandate and strategy. In terms of democratic governance, in a context affected by political instability, changes in the government led to major changes in the central administration, modifications of political priorities and slower implementation of projects already underway. By placing the emphasis on strengthening central administration capacities and the rule of law, and improving the

accountability of the public services, the Programme complied with the requirements and constraints of such a context. In the area of Poverty Reduction and Achieving the MDGs, support from UNDP in improving health services to combat malaria, tuberculosis and HIV/AIDS was relevant. Interventions corresponded to requirements in terms of institutional capacity-building and applying/improving normative frameworks. However, despite the relevance of the fight against the three endemic diseases, UNDP's programme was insufficiently focused on poverty reduction through income-generating activities, which is essential for social cohesion. In the thematic area of environment and sustainable development, certain recently launched activities have the potential to bring the Country Programme closer to the needs of the most vulnerable groups. However, their relevance is tempered by a structural dependency on a single source of funding and inadequate activity at the meso and micro levels.

UNDP's Country Programme in São Tomé and Príncipe is generally **efficient**, taking into account its significant contributions to development results in São Tomé and Príncipe and the resources that have been invested. This efficiency is consistent with UNDP's reputation as an institution with extensive experience in managing budgets. Overall, efficiency is weakened by the poor synergies between interventions. One of the key achievements in terms of programme efficiency in the thematic area of democratic governance was UNDP's policy dialogue with the NEC. This helped to improve efficiency, culminating in the organization on 12 October 2014 of the country's first-ever triple ballot for the parliamentary, municipal and regional elections. However, this improved efficiency is undermined by the renewal of the composition of NEC after each electoral event, resulting in a loss of capacity and thus reducing the efficiency of UNDP's support. In the area of Poverty Reduction and Achieving the MDGs, the

programme has successfully supported the strengthening of links between interventions at the level of the central administration and the downstream health centres. UNDP's partnership with non-governmental organizations (NGOs) and community health agents, for work at the community level, also contributed to the Programme's efficiency. In the area of environment and sustainable development, the programme was efficient in the implementation of strategic actions with government partners, notably with support for the creation of a National Council for Preparedness and Response to Natural Disasters (CONPREC) and the adoption of the National Contingency Plan and the National Strategy for Preparedness and Response to Natural Disasters. Two aspects undermine this efficiency: under-investment in projects or project components for women's empowerment, and the construction of five pilot ecological houses in Lobata, using the same model and for the same demonstration purpose, where a single house would have sufficed. Regarding managerial efficiency, no resource management issues were raised with the evaluation team. On the positive side, it should also be noted that a multi-sectoral team was formed to support the national implementing partners in the procedures and practices for national implementation. There are projects in the area of democratic governance that could experience delays in completion. The Programme financed by the Global Fund experienced certain problems relating to internal control and administrative and risk management processes, which were improved within acceptable timeframes. However, the Programme experienced recurring problems with the late release of funds by the Global Fund.

There are variations in **sustainability** according to the type of intervention and the level, either strategic or operational. The general observation is that capacity building is essential to gain national ownership of results of the Programme and for them to be lasting. However, in a context

of political instability, national ownership is undermined by the turnover of civil servants, which is a major constraint to achieving expected outcomes and impacts, and for the sustainability of results. In the area of democratic governance, projects have an element of sustainability since they are integrated into national structures and aligned with national policies. However, with regards to support for the NEC, even though ownership is strong, the Government is not yet able to finance elections. In terms of Poverty Reduction and Achieving the MDGs, although the national technical structures to which UNDP provided support have demonstrated strong ownership of the results achieved, it remains unknown whether there will be adequate financial resources to continue to provide social services without interruption. Sustainability is minimal due to the limited number of actions aimed at reducing income poverty and consequently, for contributing to social cohesion. In the area of environment and sustainable development, interventions were mainly targeted at the national level, particularly the adoption of national strategies and plans with promising impacts on sustainability. This notably included the adoption of the National Contingency Plan and the National Strategy for Preparedness and Response to Natural Disasters, and the creation of CONPREC. At the micro level, interventions relating to climate change and disaster risk management are adaptive and preventive, and are linked to poverty reduction. The results achieved are still weak and do not allow conclusions to be drawn on their sustainability.

UNDP's positioning and other strategic aspects. In terms of **strategic relevance and adaptation capacity**, the ADR observed that over the two programme cycles under evaluation, the UNDP country programme was strategic and relevant. It was resilient in a context of political instability and was able to adapt to take into account emerging development issues at the global and the national level. Nevertheless, Programme contributions

would have been improved if the Government had a longer- term vision to which they could play a part, such as a 15-20-year Development Plan. UNDP has also demonstrated its **capacity to leverage its comparative advantages** in São Tomé and Príncipe. The most frequently mentioned points can be categorized as follows: (i) UNDP's institutional advantages; (ii) UNDP's specific advantages in the country; (iii) UNDP's sustainability approaches; (iv) UNDP's capacity to form partnerships; and (v) facilitation of South-South cooperation.

With regard to the **Promotion of United Nations values**, the Programme worked to indirectly protect human rights, such as by providing support for the National Institute for the Promotion of Equality and Gender Equity (INPG), building its capacities to enable it to promote a gender approach and gender equality in government strategies. Support provided to the electoral processes helped to promote democracy and, as a result, collective and individual freedoms. In terms of gender equality in São Tomé and Príncipe, the UNDP Country Programme obtained interesting results at the strategic level. The Country Office management team carried out advocacy work with the Government, which combined with the efforts of other country partners led to the creation of the INPG in 2007 and the adoption by the National Assembly of a resolution that set a quota of 30 per cent of seats in Parliament to be held by women. UNDP, working with other United Nations agencies, also supported the country in the preparation of its first report for the Convention on the Elimination of all Forms of Discrimination Against Women. However, gender equality and women's empowerment

continue to represent a major challenge for the country programme in terms of taking it into account not only at the project and programme design stage, but also during implementation. With regard to achieving the MDGs, UNDP provided support for the efforts made by São Tomé and Príncipe to achieve MDGs 6 and 7 in particular, and also MDG 1. It advocated for the post-2015 Development Agenda during the Forum of Economists organized from 26 to 28 May 2014.

With regard to the **design and management parameters of the Programme**, the ADR noted that the professional competencies of the Country Office were organized into teams of specialists by thematic area. The ADR also noted that there was insufficient internal programme coordination or integration of approaches between thematic areas. Similarly, there was no process for interdisciplinary planning and execution of development initiatives. The ADR also noted that the management of the Country Programme is results-based. However, the definition of results is not based on a ToC approach; a risk management approach taking into account uncertainty in achieving outcomes was not used; and a monitoring and evaluation system (M&E) was not put in place.

One of the key observations of the ADR is that the management of the Country Office played an important role in public policy dialogue with government partners. This role has gained in importance over the last three years. As a result of this dialogue, situations requiring the political commitment of partners were resolved and the logic of change inherent in the programme was strengthened.

CONCLUSIONS

Conclusion 1. The interventions of the Country Programme in São Tomé and Príncipe over the 2007-2011 and 2012-2016 programme cycles are relevant to the country's strategic frameworks and the basic social needs of the

populations, and are consistent with UNDP's mandate. However, this relevance is tempered by a structural dependency on major sources of funding, and an intervention model that is characterized by poor synergies in Programme implementation and weak links between the macro, meso and micro levels for the execution of development strategies.

Conclusion 2. UNDP obtained tangible results over the two Programme cycles. However, support for decentralization and capacity building of local authorities was inadequate; income-generating activities were conducted on a small scale; and the results in terms of environment and disaster risk management at the district level were poor due to inadequate investment.

Conclusion 3. Over the last two programme cycles, UNDP succeeded in maintaining a significant degree of alignment with the development priorities of São Tomé and Príncipe, while demonstrating a capacity to respond to new challenges. The interventions have progressively strengthened the country's capacity to make substantial progress in the achievement of the MDGs. They successfully supported partners, ensuring that basic social needs were taken into account in the National Poverty Reduction Strategy. In addition to these changes, there was greater awareness of global and national problems related to climate change and their integration into national strategies and plans.

Conclusion 4. In terms of promoting gender equality, at the strategic level, UNDP's advocacy work with the Government led to the creation of the INPG in 2007. However, in general, attention paid by the Programme to the challenge of gender equality and women's empowerment is weak. The Programme did not define a clear strategy or a ToC that took into account that gender equality can contribute to accelerated development.

Conclusion 5. The sustainability of the results of the UNDP Programme in São Tomé and

Príncipe varies according to the extent of the strategic capacity-building of partner institutions. It also varies according to the thematic area and the level of intervention (strategic or downstream). It is promising where partners take ownership of the programme and where projects are integrated into national structures. Ownership is increased by capacity-building activities. A number of projects strengthened partner capacity, which ensures the sustainability of results. In general, and for all thematic areas, the sustainability of results is more likely for projects at the strategic level.

Conclusion 6. UNDP has developed varied and effective partnerships with civil society organizations including national NGOs, for the implementation of certain important interventions in its Programme in São Tomé and Príncipe. However, its partnerships with NGOs are limited to contractual relationships for implementation, and the programme does not envisage building a strategic partnership with them. This type of partnership could help to build capacity in CSOs.

Conclusion 7. The lack of a monitoring and evaluation system at the Country Programme level is a weakness that impacts on the quality of the Programme.

RECOMMENDATIONS

Recommendation 1. Measures should be taken allowing specialist teams in the three thematic areas of democratic governance, poverty reduction and achieving the MDGs, and environment and sustainable development to work together in synergy as a strong team to advance innovative proposals for the planning and implementation of development interventions, and introduce cross-cutting working methods and interventions in order to promote intersectorality.

Response from the Country Office management: Country Office management

accepts this recommendation. However, it is important to note that since last November, as part of the preparation of the new Country Programme for 2017-2021, the Resident Representative started discussions on the approaches to develop within and between units, in order to create and facilitate a synergy in development interventions.

Recommendation 2. UNDP should refocus its Country Programme and its areas of intervention in order to reduce dispersion and the segmentation of programmes and projects, and to allow it to embark on innovative poverty reduction processes.

Response from the Country Office management: The Country Office management accepts this recommendation and will take it into account during the evaluation exercises to be launched with its implementing partners for the design, formulation and development of the new Country Programme 2017-2021. Learning and knowledge development will undoubtedly lead to UNDP refocusing its interventions for development.

Recommendation 3. The policy dialogue should be continued with government partners with the aim of consolidating achievements and continuing to work together to strengthen democratic governance by placing the emphasis on judicial reform and support for the decentralization process; poverty reduction by focusing on the role of local authorities in partnership with NGOs in the promotion of income-generating activities; and environmental management that also contributes to poverty reduction.

Response from the Country Office management: The Management of the Country Office accepts this recommendation and will take it into account during the evaluation exercises to be launched with its implementing partners for the design, formulation and development of the new Country Programme 2017-2021. However, it is important to note that

this dialogue is ongoing, notably through the advocacy work of the Resident Representative.

Recommendation 4. UNDP should make gender equality an integral aspect of its Country Programme in São Tomé and Príncipe from the design stage, during implementation, and in the monitoring and evaluation.

Response from the Country Office management: The Country Office management accepts this recommendation and intends to take it into account during the design, formulation and development of the new Country Programme 2017-2021.

Recommendation 5. Greater attention should be paid to sustainability in the future programme. This will require the definition of suitable exit strategies and adequate capacity building of partner institutions.

Response from the Country Office management: The Country Office management accepts this recommendation and intends to take it into account when defining its strategy during the design, formulation and development of the new Country Programme 2017-2021.

Recommendation 6. Partnerships should be strengthened with national NGOs and the quality of these partnerships should be improved through a long-term plan, where possible, as well as through project exit strategies that take into account the continuity of their role.

Response from the Country Office management: The Country Office management accepts this recommendation. This involves developing a specific strategy for NGOs to be taken into account during the design, formulation and development of the new Country Programme 2017-2021.

Recommendation 7. UNDP should design and implement a monitoring and evaluation system for its Country Programme in São Tomé and Príncipe to strengthen its results-based management.

Response from the Country Office management: The Management of the Country Office accepts this recommendation. This will involve the creation of an effective monitoring and evaluation group, including the presence of national partners.

Chapter 1

INTRODUCTION

In 2015, the Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Assessment of Development Results (ADR) of UNDP's Country Programme in São Tomé and Príncipe. This chapter presents the objectives, scope, methodology, approach, processes, constraints and limits of this evaluation and the structure of the report.

1.1. OBJECTIVES OF THE EVALUATION

The Independent Evaluation Office (IEO), which is independent of UNDP management, is led by a director reporting to the UNDP Executive Board. Its responsibilities are twofold: (i) to provide the Executive Board with valid and credible information from evaluations to improve corporate accountability and the decision-making process; and (ii) to enhance the independence, credibility and utility of the evaluation function, improving its coherence, harmonization and alignment in support of United Nations reform and national ownership.

The ADR aims to identify and highlight evaluative elements of UNDP's contributions to national development results, as well as the effectiveness of its strategy in facilitating and leveraging national efforts in order to obtain development results. The objectives of this ADR are:

- Support the development of the next UNDP Country Programme Document (CPD).

- Strengthen UNDP accountability to national stakeholders.
- Strengthen UNDP accountability to its Executive Board.

This is the first ADR conducted in São Tomé and Príncipe. It was conducted in 2015 in order to provide elements for the design of a new country programme, which will be implemented from 2017 by the Country Office (CO) and the relevant national stakeholders.

1.2. SCOPE OF THE EVALUATION

The ADR covered two country programme cycles, 2007-2011 and 2012-2016. It examined UNDP's performance for all the outcomes defined in its country programmes. For the 2007-2011 period, UNDP identified six outcomes, as indicated in the results and resource allocation framework (draft Country Programme Document for São Tomé and Príncipe 2007-2011). For the 2012-2016 period, UNDP identified three outcomes, as indicated in the Country Programme Document.¹

In accordance with the terms of reference, UNDP's contribution to development results in São Tomé and Príncipe was examined in three thematic/programme areas: democratic

¹ The United Nations Development Assistance Framework (UNDAF 2012-2016) has four outcomes. UNDP participates in the four outcomes, but two of them (Outcomes 2 and 3 of UNDAF 2012-2016) are combined into one in the CPD, giving UNDP a total of three outcomes over the 2012-2016 cycle. These three outcomes are used in UNDP's internal reporting system, including in the results-oriented annual reports.

governance; poverty reduction and achieving the Millennium Development Goals (MDGs), including basic health services through Global Fund programmes; and environment and sustainable development. Each of the three outcomes for the 2012-2016 period relates to a thematic area. The six outcomes of the 2007-2011 period were also grouped into these three areas to facilitate analysis (for more details, see Chapter Three of this report).

The scope of the ADR covers all of UNDP's activities in the country, thus including interventions financed from all funding sources (UNDP core resources, donor funds, government funds, etc.). In addition to activities that are part of specific projects, the ADR also covers "non-project" activities such as political dialogue, coordination and the development of partnerships.

1.3. METHODOLOGY, APPROACH AND EVALUATION PROCESS

1.3.1. Evaluation methodology

Guided by the ADR Method Manual, the evaluation methodology consisted of two main parts: an analysis of UNDP's contribution to development results by thematic/programme areas; and an evaluation of the quality of its contribution. The ADR presented its observations according to the criteria below, based on an analysis by thematic area, in order to draw general conclusions and formulate recommendations for future programmes.

- **UNDP's contribution by thematic/programme areas.** An analysis of the **effectiveness** of UNDP's contribution to development results in São Tomé and Príncipe was conducted through its programme activities. Particular attention was paid to the examination of this contribution in line with UNDP's global vision for the eradication of poverty and

reduction of inequality and exclusion, as well as UNDP's contribution to the promotion of gender equality and women's empowerment.²

- **Quality of UNDP's contribution.** The ADR analysed the quality of UNDP's contribution using the following criteria:
 - **relevance** of UNDP interventions with regards to the country's needs, its national priorities and UNDP's mandate;
 - **efficiency** of UNDP's interventions in terms of the human and financial resources used; and
 - **sustainability** of the results to which UNDP has contributed.

Key explanatory factors: The ADR also looked at how certain factors could explain UNDP's performance, notably the design and operational parameters defined in the 2014-2017 Strategic Plan.³ For example, in addition to examining UNDP's contribution to gender equality and women's empowerment, the evaluation looked at the question of gender as a factor in UNDP's performance. For each outcome of the Country Programme, this involved observing how the question of gender was integrated into all the programmes and operations, using the gender marker as a parameter, among others, according to UNDP methods. Subsequently, UNDP's strategic positioning was analysed through the perspective of the organization's mandate, the recognized or emerging needs, and the national development priorities of São Tomé and Príncipe. Finally, the ADR examined the impact of management practices on achieving the

² The UN SWAP United Nations system-wide Action Plan on gender equality and women's empowerment was used (UN SWAP, 2012).
www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf

³ See

www.undp.org/content/dam/undp/library/corporate/UNDP_strategic-plan_FRENCH_v5_web.pdf

programme objectives.⁴ In the above analysis, particular attention was paid to identifying the factors specific to the country or the Country Office that have influenced or continue to influence UNDP's performance.

1.3.2. The evaluation approach

Data collection. The evaluation used data from primary and secondary sources, including desk reviews of reference material and interviews with relevant stakeholders, including beneficiaries, national partners and programme managers. The desk reviews focused on documents relating to programmes and policies, earlier evaluation reports, data provided by the UNDP Country Office through the various results-oriented Annual Reports, information available from the Office of the United Nations Resident Coordinator on activities relating to the United Nations Development Assistance Framework (UNDAF), as well as other relevant documents and reports available from the Government and UNDP. The evaluation followed a multi-stakeholder approach with interviews including UNDP staff, Government representatives, civil society organizations, United Nations agencies, multilateral organizations, bilateral donors and programme beneficiaries. Discussion groups were organized to consult with certain groups of beneficiaries. Field visits and interviews with local and national stakeholders were conducted in São Tomé (four out of six districts, Água Grande, Caué, Lemba and Lobata) as well as in the Autonomous Region of Príncipe.

Data analysis. Data and information gathered from various sources and methods were triangulated to strengthen the validity of the findings. For example, to arrive at a finding about project/programme achievements, the following information was examined collectively: information from documents and

⁴ This information comes from analysis of objectives entered in the Results-Based Management platform, the financial results of the Executive Snapshot, results of the Global Staff Survey, and interviews at the operational and management level in the Country Office.

material collected during the evaluation together with information gathered in interviews with national implementing partners, participating United Nations agencies, donors and UNDP programme specialists.

Outcome papers were prepared to evaluate the outcomes of the country programme. They looked at the progress achieved with regard to these outcomes and UNDP's contribution to change since 2007. A theory of change approach (ToC)⁵ was used and a ToC for each thematic area was reconstructed by the evaluation team in collaboration with UNDP and the national stakeholders. Discussions on the ToC focused on identifying assumptions about the expected changes from the programme and the causal relationship, which in turn formed the basis for the data collection methodology that was used to verify the theories behind the changes that had been observed. The outcome papers used the ToC approach to evaluate UNDP's contribution to the results using the evaluation criteria and to identify the factors that influenced this contribution.

⁵ ToC is an outcome-based approach that applies critical thinking to the design, implementation and evaluation of initiatives and programmes designed to support changes in their context. Although there is no defined methodology, ToC aims to incorporate the inter-relations between the following elements:

- context for the initiative, including social, political and environmental conditions;
- the current state of the problem the project is seeking to influence and other actors able to influence change;
- long-term change that the initiative seeks to support and for whose ultimate benefit;
- process/sequence of change anticipated to lead to the desired long-term outcome;
- assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context;
- diagram and narrative summary that captures the outcomes of the discussion.

Source: Based on Vogel (2012).

Evaluation team. The ADR was conducted by an independent team made up of an Evaluation Manager (a member of the IEO) and a Lead Consultant (independent evaluation expert). The team received support from a research assistant based at the UNDP IEO. The roles and responsibilities of the team members are specified in the ADR Terms of Reference in Annex 1.

1.3.3. Evaluation process

The Evaluation Manager and the Lead Consultant conducted a preparatory mission to São Tomé on 23–27 March 2015 and held interviews with the staff of the Country Office, Government representatives and other national stakeholders, after which the Terms of Reference were developed and communicated to key stakeholders for their comments. The main data collection mission in São Tomé and Príncipe took place between 18 May and 4 June 2015.⁶ Subsequently, the evaluation team continued to collect data, conducted analyses of outcomes, and prepared reports for each thematic area. These individual reports were then synthesized into a full final report. The draft ADR report was revised in-house at the IEO and then shared with the Country Office and the Regional Bureau for Africa (RBA) for comments on 21 September 2015. A workshop to provide feedback on the report to UNDP's national partners was held on 16 December in São Tomé. During this workshop, national partners were asked to provide comments to be included in the final version of the report.

1.4. CONSTRAINTS AND LIMITS TO THE EVALUATION

An evaluability analysis was undertaken before and after the preparatory mission to understand the data collection constraints and possibilities. One of the constraints identified was the lack of project documents for most of the projects of the current cycle. It should be noted that project data sheets are available and that the preparation of project documents is not compulsory, because in accordance with the policies and procedures of UNDP programme and operations, the UNDAF Action Plan and the Annual Work Plan are considered to constitute project documents. However, this lack of project documents made it difficult for the evaluation team to understand the logic of the interventions. In order to overcome this constraint, the team spent time talking to the various stakeholders (UNDP programme specialists, national partners, etc.) in order to understand the logic and the ToC implicit in the interventions.

São Tomé and Príncipe has experienced much political change in the period covered by this evaluation (from 2007 to the present day). Government partners lack institutional memory as a result of the staff changes that accompany these political changes. Consequently, the evaluation team could only draw on existing data (project reports, evaluations commissioned by the Country Office) completed by observations in the field. Another limit to this evaluation is the lack of baseline data, which created difficulties in quantitatively demonstrating changes caused by UNDP's actions.

⁶ The Lead Consultant began the main data collection mission in the country on 18 May 2015. The Evaluation Manager joined the mission from 22 May to 4 June.

1.5. STRUCTURE OF THE REPORT

The report comprises six chapters. Following this introduction, Chapter 2 provides an overview of the national context and the country's development challenges, the Government's national development strategy, the role of development partners and the country's regional cooperation. Chapter 3 presents UNDP's strategies for addressing

national development needs, including an introduction to the Country Programme framework. Chapters 4 and 5 present the results of the evaluation. Chapter 4 assesses UNDP's contribution to development results by thematic/programme area, while Chapter 5 looks at the UNDP's positioning in the country and other strategic aspects. Finally, Chapter 6 presents conclusions and recommendations, drawing on the findings and evidence presented in the preceding chapters.

Chapter 2

NATIONAL DEVELOPMENT CONTEXT

This chapter presents the country context within which UNDP operates. It summarizes São Tomé and Príncipe's key development challenges, the Government's response to them through its national strategies, as well as the types of development activities carried out by other development partners and the country's regional cooperation.

2.1. COUNTRY CONTEXT AND DEVELOPMENT CHALLENGES

2.1.1. Overview

Geographical overview – the challenges of insularity. The archipelago of São Tomé and Príncipe is located in the Gulf of Guinea. It was the oldest colony of the Portuguese Empire (1470-1975) and gained independence from Portugal on 12 July 1975. São Tomé and Príncipe is the second smallest country in Africa, with a total surface area of 1,001 km², and in 2012, the population estimated at 178,739 inhabitants, of which 50.2 per cent are female. This population is relatively young: 42 per cent are under 15 years of age and 61 per cent are under 25. More than 67 per cent of the national population live in urban areas and around 33 per cent in rural areas. The average annual demographic growth rate of the population was estimated at 2.5 per cent in 2012, and life expectancy at birth is 65 years of age for both sexes.⁷

The island of São Tomé is divided into six administrative districts, namely Água Grande,

Mé-Zóchi, Caué, Cantagalo, Lembá and Lobata. The island of Príncipe is an autonomous region. Água Grande is home to the capital São Tomé, as well as most economic activity other than agriculture. Each district has its own administrative departments, supervised by a council (*Câmara distrital*) that has been elected under universal suffrage and proportional representation.

As an island nation, the country is very vulnerable and highly dependent on other nations, which has a substantial impact on the functioning of the country and its development. These factors were raised in most of the discussions on the challenges and perspectives for its sustainable development.

The socio-political history of São Tomé and Príncipe: a history of political change that has had a significant socio-economic impact on the country. There are three major periods (Seibert, 2006) in the history of São Tomé and Príncipe: the colonial era from the end of the 15th century to Independence in 1975; a period under a Marxist political regime from 1975 to 1990; and the current period of democratization that started in 1991. The human history of the country started when the Portuguese colonized the inhabited archipelago and created the first plantation economy in the tropics, based on sugar cane and the labour of African slaves. The encounter between Portuguese culture and a variety of African cultures led to the development of a Creole culture and society without ethnic, linguistic or religious divides. At Independence in 1975, the country followed a socialist state model under the leadership of the *Movimento de Libertação de São Tomé e Príncipe* (MLSTP) political party. Since 1985, the regime has progressively abandoned the socialist model and introduced multi-party democracy in a process that began in 1990, the

⁷ Data from the Instituto Nacional de Estatística, República Democrática de São Tomé e Príncipe, www.ine.st/Documentacao/Recenseamentos/2012/Estado_Estrutura_Populacao.pdf

year the new Constitution was adopted, making São Tomé and Príncipe a Republic with a pluralist presidential regime.

After the adoption of the Constitution in 1990, the country successfully developed competitive political institutions. This Constitution established the principles of a democratic constitutional state and created a number of organs of sovereignty⁸: President of the Republic, National Assembly, Government, courts. It enshrined the decentralisation of institutions representing the interests of the nation to local powers (district level) and the regional autonomy of Príncipe. The balance between the executive, legislative and judicial powers was strengthened. Successive governments have demonstrated their flexibility, resulting in the achievement of a number of initiatives in support of good governance. One example of this is the creation of a Court of Audit, which has improved the management of public finances.

2.1.2. The political situation

Government instability in a context of stronger democratic institutions. Despite the highly successful adoption of the political model of a liberal democracy and the development of competitive political institutions, as mentioned above, São Tomé and Príncipe has experienced political instability characterized by frequent changes of government in the last ten years. These changes, together with still-fragile institutions, are the subject of major public debate, including with the country's development partners. They are not only seen as a factor in donor demotivation, but also as an impediment to the continued implementation of the policies and strategies of successive governments. In general, these changes reduce the effectiveness of development efforts and

⁸ A revision of the Constitution in 2003 limited the powers of the President of the Republic. The country has a semi-presidential regime, which is close to parliamentarism.

public services, maintaining a climate that is unattractive to foreign investors and thus holding back the development of the private sector.

Another subject that is frequently raised in public debate is the challenge of strictly applying the law in a context of entangled relational networks. The country's legal system is still weak, and civil society is at the nascent stage. The current operation of the police force does not correspond to the requirements of their work. The police lack resources, training, status and motivational working conditions. The weakness of the economy and the small size of the archipelago facilitate contact between people, which can be summarized by the commonly used phrase that takes the country's initials (STP) and describes it as one large family, *somos todos primos* ('we are all cousins').

Supporting decentralization is still a challenge. Although local administrative bodies have experienced greater stability, they have not received the support they needed for decentralization from the Government or donors with the aim of strengthening their accountability for results. Accountability for development results would seem to be attributed to the central Government, which plans development programmes and projects with donors. Consequently, the local authorities have clear instructions to meet the priorities of the Government and its development partners, but less clear instructions with regard to meeting their local priorities. There is a challenge, therefore, in more closely including the local authorities in the project-planning process, where projects are to be implemented in their respective districts.

According to the Ibrahim Index of African Governance (IIAG)⁹ in 2014, São Tomé and

⁹ The IIAG consists of: (i) an analysis framework that allows all interested players to evaluate in every country in Africa the supply of public goods and services and the effectiveness of public policies; and

Príncipe was ranked 12 out of 52 countries, which is an improvement of 4.4 points over the last five years.¹⁰ According to the Corruption Perceptions Index (CPI)¹¹ of Transparency International, in 2014, the country scored 42 out of 100, ranking 76 out of 175 countries globally and 12 out of 47 sub-Saharan African (SSA) countries.¹²

2.1.3. Economic situation

The collapse of cocoa production and the substantial role of international aid. São Tomé and Príncipe's economy is the smallest in Africa. In 2012, the country recorded an average income of US\$1,508.64 per inhabitant, and a GDP estimated at US\$264 million (Democratic Republic of São Tomé and Príncipe, 2013). In 2013, São Tomé and Príncipe was classified as a middle-income country by the World Bank as a result of its good economic performances (Figure 1). The country is characterized by a scarcity of arable land, barely 9.5 per cent of the surface area of the islands. On the most fertile lands, cocoa is the most developed product, followed to a lesser extent by coffee. Yields are dropping for both of these products, leading to a growing lack of competitiveness, notably in comparison with other countries, such as Ghana for cocoa. However, the country's economy has diversified very little and is still mainly dependent on cocoa, which represented 97 per cent of total exports in 1996 (Sanguin, 2014) declining to 56 per cent in 2012 (AfDB, 2013). Most of the population earn their living from agriculture. As the export of cocoa alone is no longer able to support the economy, the country

has become dependent on overseas aid (Seibert, 2005).

The discovery of extensive oil reserves off the coast of São Tomé and Príncipe has potential importance for the country's economic perspectives. Its exclusive economic zone and the joint development zone that it shares with Nigeria should transform its destiny as a result of the new potential income from oil. This offers new opportunities for socio-economic development, while generating risks that demand transparent management and the effective and efficient use of public financial resources. There is some uncertainty surrounding oil production following the recent decision by the French oil company Total to withdraw from Block 1 of the Joint Development Zone with Nigeria (IMF, 2013). Given the abandonment of oil exploration activities, which was a major blow, and the uncertainties that this decision created, macro-economic and financial policies must be strengthened.

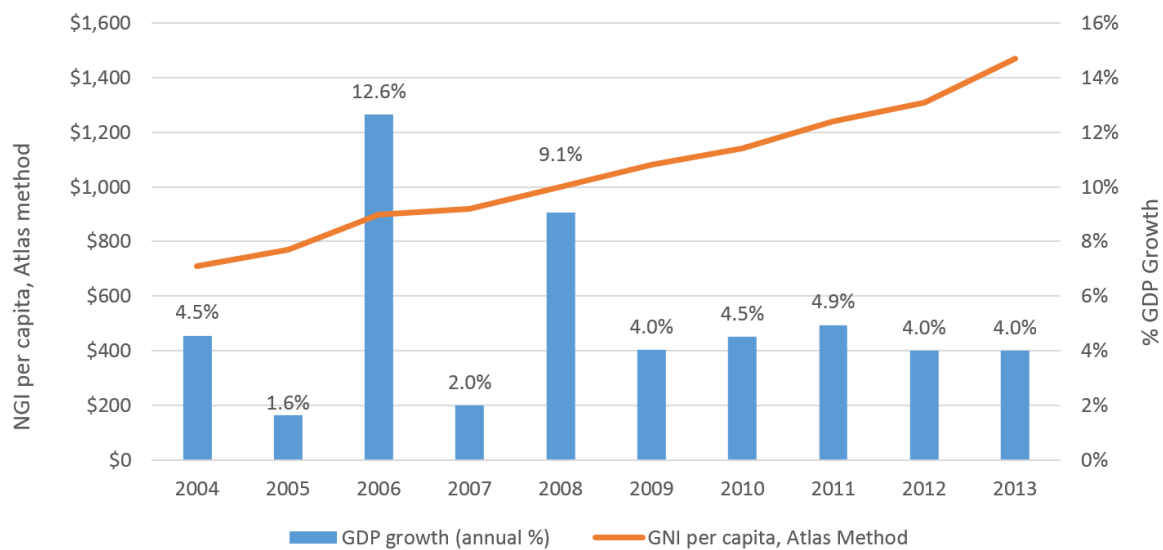
(ii) a governance instrument which indicates the results achieved in terms of governance for the entire continent, per country and by specific area.

¹⁰ Mo Ibrahim Foundation, www.moibrahimfoundation.org/iiag/data-portal/

¹¹ The CPI ranks countries and territories according to the level of perception of corruption in the public sector, giving a score from 0 (very corrupt) to 100 (very clean).

¹² www.transparency.org/cpi2014/results

Figure 1. Growth of GDP and gross national income (GNI) per capita 2004-2013



Source: World Bank (2013).

The vulnerability of São Tomé and Príncipe is essentially economic. The trade deficit is very high due to the need to import oil, capital goods and a large proportion of foodstuffs. This situation is mainly due to the constraints set by limited natural resources, poorly diversified rural production, and a legal system that has not yet created favourable conditions for private sector investors. The analyses that are often referred to by the country’s development partners consider the political instability that has characterized the last ten years to be one of the main causes of the inadequate development results. For most of these development partners, democratic governance remains a key issue for social cohesion and socio-economic development. Other issues include the structural weaknesses that have an impact on socio-economic development, such as the underexploited potential for tourism, support for decentralization to strengthen the responsibility of local authorities in local development, the airport infrastructure and the diversification of rural production.

2.1.4. Environment, energy and climate change

Forest covers 28 per cent of the total surface area of the country (FAO, 2011:122) and represents an invaluable natural capital being home to a large number of species of flora and fauna endemic to São Tomé and Príncipe. Despite the areas that have been degraded by years of plantations, the natural forest ecosystems are in good condition, either because they are far from areas of community use, or because they are protected by their relief and topography. The current rate of deforestation is almost nil.

The country faces the double challenge of inadequate and polluting energy resources, due to its dependency on firewood and fossil fuels for the production of electricity, both of which are important sources of carbon dioxide emissions. There is increasing consideration being given to the use of alternative energy sources, notably the renewable energy of small-scale hydropower dams.

The environment of the main island of São Tomé faces a multi-dimensional threat: pollution, difficulties with the provision of fresh water and power, waste processing, and pressure on plant and animal biodiversity. Concerning biodiversity, preservation efforts include the creation of the Obô National Park in 2006. The park is unusual in that it spans two islands (235 km in São Tomé and 65 km in Príncipe) and covers 30 per cent of the archipelago's surface area.

Located on the Equator, São Tomé and Príncipe lies outside of the path of hurricanes and cyclones. However, it focuses careful attention to the global impacts of climate change, as a result of its island status, the fragility of its ecosystem and the low level of socio-economic development. With these climate changes, the intensity and frequency of extreme weather events could present a threat, because it could reduce security at sea for fisherfolk.¹³

In 2004, São Tomé and Príncipe adopted the National Implementation Strategy for the United Nations Framework Convention on Climate Change (UNFCCC). This strategy includes the main pillars for reducing greenhouse gas emissions or reducing climate change and adapting to the effects of climate change. The Government (Democratic Republic of São Tomé and Príncipe, 2006) officially presented the National Adaptation Programme of Actions (NAPA) at the UNFCCC, setting out the actions and measures to be taken in order to adapt to the harmful effects of climate change while reducing poverty. Risks caused by climate change include flooding, rising sea levels and coastal erosion. The groups most vulnerable to the direct effects of climate change include small-scale farmers, small traders of agricultural products, women and fisherfolk. The country's partners are already undertaking pilot activities to develop approaches and methods of action to help the country avoid and manage natural

disasters. These partners include the World Bank for the management of the coastal area, and UNDP for the management of the environment and early warning systems.

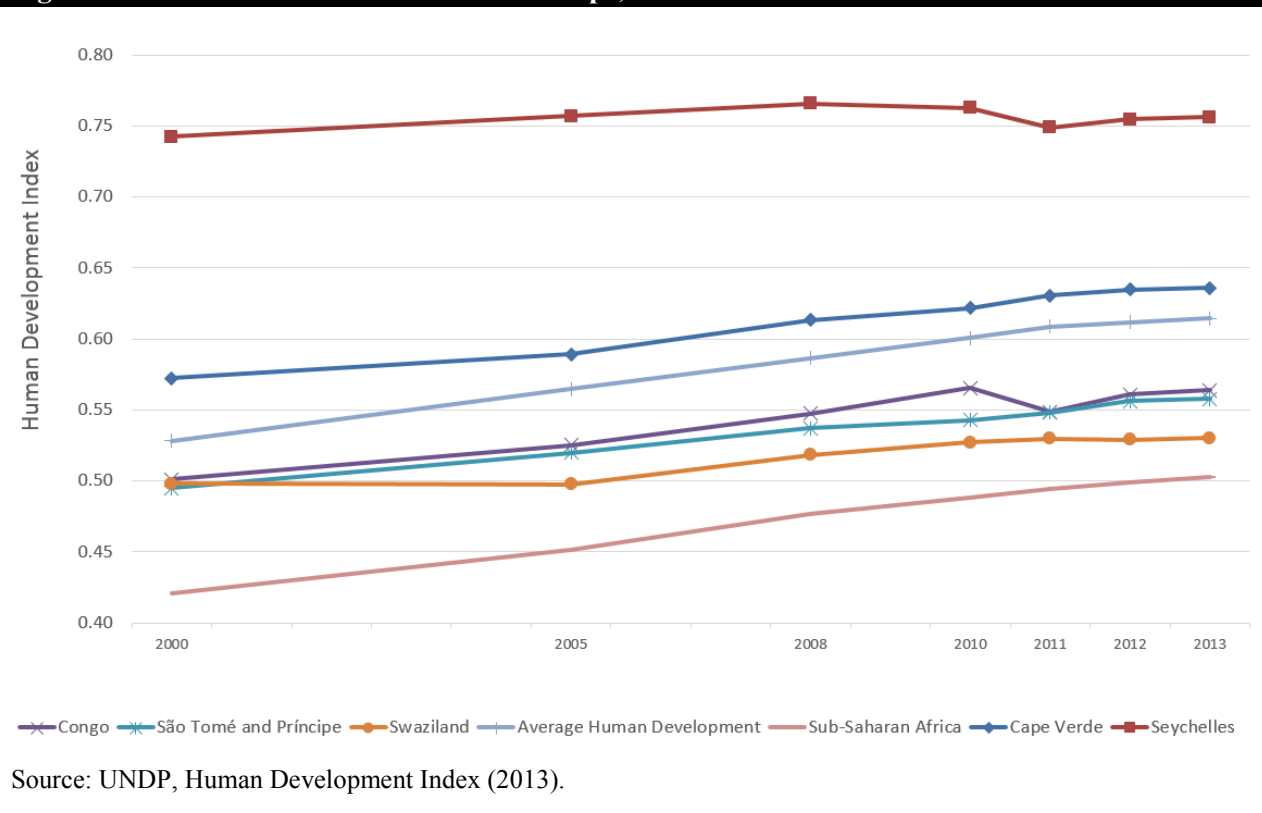
2.1.5. Human development situation and challenges

Human Development Index (HDI). The 2014 Human Development Report ranked São Tomé and Príncipe 142 out of 187 countries, with an HDI of 0.558, putting it into the category of average human development. Between 2000 and 2013, São Tomé and Príncipe's HDI rose from 0.405 to 0.558, representing an average annual increase of around 0.92 per cent (Figure 2). In 2013, the female HDI value was 0.524 (against the male value of 0.586), and the country was ranked 115 out of 187 in the Gender Development Index.¹⁴

¹³ For an overview of the sensitivity of fishing to climate change, see Daw et al. (2009: 107–150).

¹⁴ UNDP Human Development Reports. Gender Index. See <http://hdr.undp.org/en/content/table-5-gender-related-development-index-gdi>

Figure 2. HDI trends for São Tomé and Príncipe, 2000-2013



Poverty. Reducing poverty is a major challenge in order for the country to achieve sustainable development. Substantial constraints to the creation of human capital and productivity are hindering the country's development and are one of the causes of its poverty. There are different levels of poverty between regions, according to the gender and level of education of the heads of households. According to the 2014 World Bank report (2014). The national poverty rate fell from 66.8 per cent in 2000 to 61.7 per cent in 2010. The central area of São Tomé, which is essentially rural, had the lowest poverty level (57.3 per cent), although it was higher in the capital Água Grande (62 per cent). In the poorer regions in the South, where many coastal fishing villages are located, 74 per cent of the population is poor. Finally, the poverty level on the island of Príncipe, with an essentially rural population, is high, at 69 per cent. In terms of education, in 2010, the poverty level was 73.8 per cent if the head of household had no formal

education; 66 per cent if the head of household had completed primary education; 55.1 per cent if the head of household had completed secondary education; and 31.9 per cent if the head of household had a tertiary education. Concerning the gender of the head of household, households headed by a woman were poorer and the reduction in poverty level was lower than for households headed by a man. The poverty level of female-headed households dropped from 71.4 per cent in 2000 to 67 per cent in 2010, compared with a drop from 64.7 per cent to 58.6 per cent for male-headed households over the same period. The World Bank report explains these figures by differences in levels of education: 67 per cent of female heads of household had no formal education, compared to 33 per cent for male heads of households. The report outlines a number of causes of poverty, such as limited employment perspectives, high levels of urban unemployment, particularly among young people, and the growth of

agricultural productivity in the Centre. It underlined the importance of job creation, particularly for young people, as well as the problem of skill mismatch.

Achieving the Millennium Development Goals. São Tomé and Príncipe is still on track to achieve the Millennium Development Goals (MDGs) for the elimination of extreme poverty, gender equality and the creation of development partnerships. The legislative framework has been reformed in favour of gender equality, but as a general rule, gender disparities persist, for example, in the participation of women in the workforce and the enrolment rates of boys and girls in school; in particular, enrolment in the second cycle of secondary education was 46.3 per cent for girls compared to 53.7 per cent for boys (UN, 2010).

However, São Tomé and Príncipe was one of the most successful African countries, achieving or nearly achieving the objective of universal primary education. In 2013, the literacy rate of persons 15 years old and over was estimated at 89 per cent, slightly up against the 88 per cent seen in 2011. The gross enrolment rate for primary education (i.e. the number of children of all ages enrolled in primary education) was 136.1 per cent (Soares Da Gama, 2014) and the net rate (i.e. children of school age enrolled in primary school), 87.5 per cent. In secondary education, the gross enrolment rate is estimated at 53.3 per cent for a net rate of 35.3 per cent. However, 10.8 per cent of the over five years old have never been enrolled in school, and 29.1 per cent of 15-24 year olds are neither in education nor work (ibid.).

In its 2013-2016 development plan, the Government designated equal access to basic social services for the entire population as a fundamental priority. The country has made progress in achieving objectives on infant mortality: the infant-juvenile mortality rate dropped by around 30 deaths per 1,000 live births between 2001 and 2013 (World Bank, 2013), while in terms of malnutrition, the rate of

stunted growth from 2008-2012 was 29.3 per cent, and the rate of underweight children over the same period was 10.5 per cent.¹⁵

Gender. Details on the Gender Development Index, the different poverty rates according to gender and the disparities between genders have already been discussed. In general, women have remained on the margins of progress made at the country level. Together with young people, they represent the sections of the population that gain little benefit from employment opportunities, career progression and income generation (United Nations, 2011).

The Constitution of São Tomé and Príncipe guarantees the equality of men and women before the law. At the international level, the country has ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) as well as Conventions 100 and 111 relating to equal remuneration and discrimination in terms of employment and occupation, respectively (ILO, 2014). It signed the Beijing Declaration and Programme of Action for the promotion of women and girls' rights, and the Cairo Declaration on Population and Development. In 2004, it also signed the Declaration on Gender Equality at the end of the 11th Conference of Heads of State and Governments of the Economic Community of Central African States (ECCAS).

At the national level, in 2005, the country adopted the National Strategy for the Promotion of Gender Equality and Equity (SNEEG), with the aim of creating conditions that facilitate the equal participation of men and women in the development and decision-making process in the country, and guarantee women fair access to the benefits of development. Despite all of these commitments, gender-based disparities persist in a number of areas, such as those mentioned above. As an explanation of this situation, the

¹⁵ UNICEF Statistics of 2013. www.unicef.org/french/infobycountry/stp_statistics.html (in French).

2012-2016 UNDAF mentions the lack of effective application and/or poor understanding of the rights of women and of the legislation adopted in order to integrate gender equality and equity, which are stopping women from fully exercising their rights. Similarly, the UNDAF notes persistent problems such as conflict between ratified international instruments and national legislation, where implementing decrees have not been systematically taken and published.¹⁶

Malaria, tuberculosis and HIV/AIDS. The Government has adopted policies and strategies for preventing and treating tuberculosis, HIV/AIDS and malaria. In particular, it created a department reporting to the Ministry of Health, in charge of coordinating prevention and treatment operations and organizing awareness-raising campaigns. This effort is supported by national and international non-governmental organizations such as the Red Cross. It receives financial support from the Global Fund to Fight AIDS, Tuberculosis and Malaria, which aims to stimulate country and partner capacity to provide basic care and strengthen the provision of services to prevent and treat HIV/AIDS, tuberculosis and malaria.

São Tomé and Príncipe's fight against malaria has been particularly effective in recent years. After the country gained independence, it launched a programme to eradicate malaria on a wide scale, combining indoor residual spraying using dichlorodiphenyl trichloroethane (DDT) and prophylaxis with chloroquine. As a result, the country has reduced the prevalence of malaria from 19.2 to 0.6 per cent, and mortality from malaria to zero (Teklehaimanot et al., 2009). When these control measures suddenly ceased due to financial constraints, a devastating epidemic between 1985 and 1986 saw levels of morbidity and mortality from malaria rise again. In 2004, with the aim of achieving the MDG for malaria and promoting the economic and social

development of the country, the National Centre for Endemic Diseases drew up a National Anti-Malaria Strategy. In 2005, the Government launched an initiative aiming to reduce mortality from malaria to zero. Among other aspects, the programme works across the entire country, organising indoor residual spraying and supplying double-impregnated mosquito nets. In addition to the National Anti-Malaria Strategy and the 2012-2016 Strategic Plan, there is also a National Commission to Fight Malaria chaired by the Head of State.

2.2. NATIONAL DEVELOPMENT STRATEGIES

In response to the national development challenges outlined above, the Government of São Tomé and Príncipe has drafted National Poverty Reduction Strategies (SNRPs). The current strategy is the second five-year Poverty Reduction Strategy, SNRP-II, covering the 2012-2016 period. Its general strategic objectives are to: (i) achieve GDP growth rate of at least 6 per cent (creating the conditions for consistent diversification of the economy); (ii) reduce by 10 per cent the percentage of the population living in poverty (promoting income-generating activities and as a result improving the population's productive capacity); and (iii) ensure that the entire population has facilitated and improved access to basic social services.

To achieve these objectives, four strategic pillars of intervention were identified: (i) reform of public institutions and strengthening of good governance policy; (ii) promotion of sustainable and integrated economic growth; (iii) development of human capital and improvement of basic social services; and (iv) strengthening of cohesion and social protection (Democratic Republic of São Tomé and Príncipe, 2012).

Following the development of the SNRP-II, a Priority Action Plan (PAP) for the 2013-2016

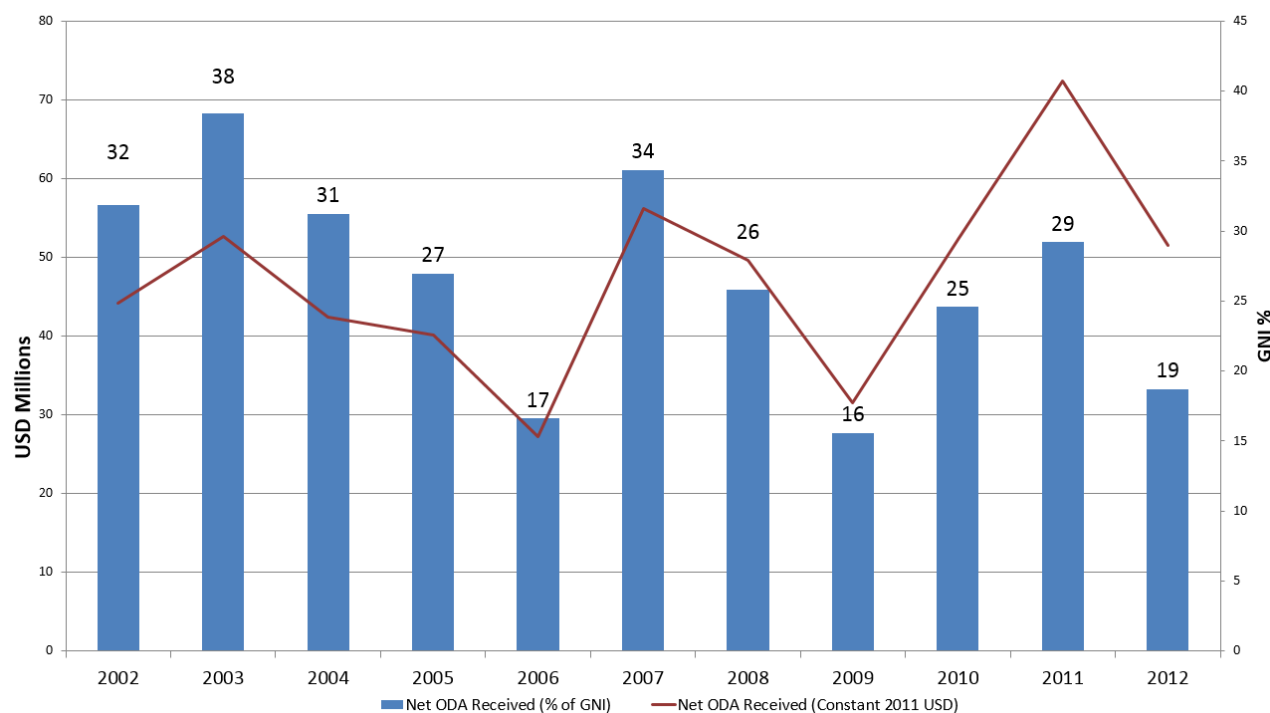
¹⁶ United Nations (2011). United Nations Development Assistance Framework 2012-2016.

period was prepared. This was justified “by the need to prioritise and programme actions according to their level of urgency, in response to the various development challenges facing the country” (Democratic Republic of São Tomé and Príncipe, 2013b). The plan set out the Government’s priorities in line with these four strategic pillars, notably job creation, particularly for young people, in order to reduce poverty levels in the most disadvantaged areas, improving food security, accelerating efforts to achieve the MDGs where they could potentially be achieved before 2015 (education, infant and maternal health and the major endemic diseases) and institutional capacity building with the aim of accelerating the decentralization process. The PAP document also includes the cost of financing these efforts using available resources, other resources to be mobilized and an institutional framework for monitoring the Plan (ibid.).

2.3. THE ROLE OF DEVELOPMENT PARTNERS

Variations in the proportion of Official Development Assistance (ODA) in São Tomé and Príncipe are shown in Figure 3. The net value of ODA, as a percentage of the GNI, rose from 32 per cent in 2002 to 38 per cent in 2003. It then followed a downward trend to 17 per cent in 2006, rose to 34 per cent in 2007, and then gradually declined to 16 per cent in 2009 (the lowest level for the 2002-2012 period). Subsequently, it rose again to reach 29 per cent in 2011, and then dropped to 19 per cent in 2012.

Figure 3. Share of Official Development Assistance (ODA) in GNI, 2002-2012



Source: World Bank (2013).

From 2004 to 2013, the five main donors out of ten for São Tomé and Príncipe (Portugal, the International Development Association of the World Bank, the European Union, France and Japan) provided nearly 80 per cent of ODA, with Portugal alone representing almost 40 per cent of the total amount. Among the remaining donors, UNDP was the 9th donor, at 2 per cent of ODA (Figure 4)

Figure 4. Total Official Development Assistance (ODA), the ten main donors, 2004-2013



Source: OECD, QWIDS (2015).

2.4. REGIONAL COOPERATION

São Tomé and Príncipe is member of the Community of Lusophone Countries (CPLP) and the Community of Lusophone Countries of Africa (PALOP), with whom the country cooperates in the areas of education, health, professional training and culture. There is specific cooperation between São Tomé and Príncipe and Angola, on which it depends for its power supply. Its main trading partner is Europe. Furthermore, the country is poorly integrated with the regional markets. Only 2 per cent of its trade is with the Central African Economic and Monetary Community (CEMAC), of which it is a member (AfDB, 2014). It is also a member of the Economic Community of Central African States (ECCAS), but it has not joined the CFA franc currency zone. It has its own currency, the Dobra, pegged to the euro. This choice is a result of its very strong economic ties with Portugal, its main trading partner. Trade with the countries of the ECCAS remain very low. However, the role played by Angola should be singled out as an exception

to the rule. Angola is also a member of ECCAS and enjoys a special trading relationship with the country, notably as its primary supplier of hydrocarbons (AfDB, 2013).

Regional and sub-regional economic initiatives in which São Tomé and Príncipe has shown interest relate to fishing and forestry issues. The country is a member of the Regional Fisheries Commission for the Gulf of Guinea, which is the main player in the regional coordination of fisheries and aquaculture in Central Africa. It is a member of the FAO Fisheries Committee for the Eastern Central Atlantic (CECAF), whose objective is to promote the sustainable utilization of living marine resources within the respective areas by the proper management and development of fisheries and fishing operations. It is a member of the Ministerial Conference on Fisheries Cooperation among African States bordering the Atlantic Ocean (ATLAFCO), an intergovernmental organization of 22 countries from Morocco to Namibia. ATLAFCO aims to achieve effective cooperation between

Member States for conservation and sustainable development of fisheries in the region. São Tomé and Príncipe is also a member of the Central African Forest Commission (COMIFAC), a body that guides, harmonizes, monitors and coordinates sub-regional actions and initiatives in conservation

and sustainable management of forestry ecosystems. COMIFAC also monitors the implementation of international agreements and forestry development initiatives in Central Africa.

Chapter 3

UNDP'S RESPONSES

This chapter describes how UNDP, building on the United Nations Strategies, responded to the development challenges identified in the previous chapter. It presents an overview of the subjects and areas of intervention that are evaluated in Chapter 4.

3.1. COORDINATION WITH THE UNITED NATIONS SYSTEM

The legal basis on which the relationship between the Government of São Tomé and Príncipe and UNDP is founded is the Basic Assistance Agreement signed by both parties in 1976.

Over the two periods covered by this ADR, the UNDP Country Programme was guided by two United Nations Development Assistance Frameworks (UNDAFs). The first, the 2007-2011 UNDAF, was signed by five United Nations agencies: UNDP, United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), World Food Programme (WFP) and the World Health Organization (WHO), and describes the support provided by agencies present in São Tomé and Príncipe. The UNDAF followed the analysis of the Common Country Assessment, a joint assessment completed in November 2005 that identified the key challenges for the country's development. UNDP drew up its Country Programme Document (CPD) /Country Programme Action Plan (CPAP) for 2007-2011 based on the UNDAF.

The second framework, 2012-2016 UNDAF, was signed by 12 United Nations Agencies: UNDP, UNFPA, UNICEF, WHO, WFP, FAO, the Office of the United Nations High

Commissioner for Human Rights (OHCHR), International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Office on Drugs and Crime (UNODC), United Nations Industrial Development Organization, and the United Nations Conference on Trade and Development (UNCTAD). The UNDAF is based on the Common Country Assessment completed in September 2010. UNDP prepared its 2012-2016 CPD based on this framework. For this UNDAF, an Action Plan was developed on which UNDP work was based, and as a result, a separate CPAP was not prepared for the 2012-2016 period.

3.2. UNDP PROGRAMMES AND STRATEGIES

3.2.1. Programme portfolios

On the basis of the respective CPDs for 2007-2011 and 2012-2016, UNDP's support in São Tomé and Príncipe over the two periods in question can be summarized as follows:

2007-2011 period: UNDP's programme was structured around the areas of cooperation identified in the 2005 Common Country Assessment and the 2007-2011 UNDAF. It focused its efforts on the three thematic areas below, with promotion of gender equity and equality included as a crosscutting theme.

- (i) Poverty reduction: In this thematic area, UNDP projects concentrated on the fight against diseases (malaria, tuberculosis, HIV/AIDS, cholera), notably in partnership with the Global Fund to Fight

AIDS, Tuberculosis and Malaria, through prevention work and strengthening of national disease-control capacity.

- (ii) Good governance (including economic, democratic and local governance): Most of UNDP's interventions were aimed at strengthening institutions (Parliament, justice, civil registry) support for planning (National Poverty Reduction Strategy) and decentralization (local governance).
- (iii) Environmental protection: Projects were mainly implemented at the

central level, as most efforts sought to build government capacity in managing environmental questions, sustainable development and climate change. The partnership with the Global Environment Facility was very important in this area.

Six outcomes were identified for this programme cycle. Details on outcomes, expected outputs for each outcome and indicative budget identified by the 2007-2011 CPD presented to the UNDP Executive Board in June 2006 are shown in Table 1:

Table 1: Expected outcomes and outputs of the 2007-2011 Country Programme and indicative budget		
Expected outcomes from the country programme	Expected outputs from the Country Programme	Indicative budget (US\$)
Increased access to basic health services for vulnerable groups	Output 1: Accelerated implementation of the National Plan to fight against malaria. Output 2: Essential anti-malaria medicines and reproductive health products more easily accessible and available.	1 204 000
Strengthening of the multi-sectoral response to HIV/AIDS in national institutions and civil society.	Output 1: Improved access to information and resources for adopting lower-risk sexual behaviour. Output 2: Improved access to guidance, testing and quality voluntary treatment services, including for other sexually-transmitted diseases. Output 3: Institutions better able to intensify the national fight against HIV/AIDS from a technical and logistical perspective.	634 000
The entire population has access to clean water and sanitation services and the environment is protected.	Output 1: A larger proportion of the population involved in environmental protection and benefits from support for substitution activities. Output 2: Strategic national action plans drafted and disseminated in order to implement the Rio Convention. Output 3: National institutions in charge of environmental management are strengthened as part of the implementation of the National	550 000

	Sustainable Development Plan.	
Public institutions are strengthened and reformed to ensure transparent implementation of policies and an egalitarian application of the law.	Output 1: The institutions of state are strengthened, notably the National Assembly and the Court of Audit, to ensure their proper operation and the transparent use of resources Output 2: The population is more aware of the national priorities as a result of capacity building of civil society and the media. Output 3: The capacity of judicial institutions is strengthened and guarantees the rule of law, and specialist courts are created. Output 4: Institutions in charge of implementing the National Gender Equity and Equality Strategy are strengthened. Output 5: The system for managing socio-economic information is improved at all levels. The Poverty Observatory monitors implementation of the National Poverty Reduction Strategy and the Priority Action Plan.	1 770 000
A mechanism for harmonizing and coordinating aid is in place.	Output 1: An aid coordination unit is created.	325 000
There is real decentralization, allowing national income to be redistributed.	Output 1: Local actors are better able to promote their own development and take part in it. Output 2: The local administration (<i>Câmaras Distritales</i>) is strengthened to ensure rational management of resources.	325 000

Source: UNDP, Draft Country Programme Document for São Tomé and Príncipe (2007-2011).

2012-2016 period: UNDP's programme was based on the 2012-2016 UNDAF, focusing on three thematic areas of intervention:

- (i) Democratic governance: With respect to the previous period, UNDP's interventions sought to strengthen central and local government institutions. Over this period, there were also a number of projects in support of the electoral process.
- (ii) Poverty reduction and achieving the MDGs: The majority of projects implemented in this period also concentrated on the fight against diseases (malaria, tuberculosis,

HIV/AIDS), notably in partnership with the Global Fund to Fight AIDS, Tuberculosis and Malaria.

- (iii) Environment and sustainable development: UNDP continued its partnership with the GEF, working at the rural community level as well as with national institutions. In addition, there was the Africa Adaptation Programme project, a large-budget programme funded by Japan, which aims to build institutional capacity to cope with climate change.

There were three outcomes in total for this programme cycle. Details on outcomes,

expected outputs for each outcome and indicative resources identified by the 2012-2016

CPD presented to the UNDP Executive Board in 2011 are shown in Table 2.

Table 2: Outcomes and expected outputs of the 2012-2016 Country Programme and indicative budget

Expected outcomes from the country programme	Expected outputs from the country programme	Indicative budget (US\$)
By 2016, national institutions at the central and local levels have improved their application of the rules and principles of good governance in public affairs, with the aim of consolidating the rule of law.	<p>Output 1: The capacities of the National Assembly in the areas of legislation and supervision of government action are strengthened.</p> <p>Output 2: The Government and local authorities implement the decentralization policy.</p> <p>Output 3: Judicial institutions provide a quality service to vulnerable populations (faster, fairer and more equitable).</p>	1 630 000
By 2016: populations and notably women and young people, have greater access to productive resources that can reduce their vulnerability; the most vulnerable populations make greater use of decentralized basic social services and participate in their management.*	<p>Output 1: The Government and local authorities have drafted and implemented development strategies and policies.</p> <p>Output 2: Vulnerable populations, particularly people living with HIV and at-risk populations, make greater use of the services for preventing and combating malaria, HIV/AIDS and tuberculosis.</p>	18 724 000
By 2016, Government, the districts and the populations have adopted techniques and behaviours favourable to a sustainable environment and ensure better prevention and management of risks and natural disasters.	<p>Output 1: Key institutions and department use techniques for adapting to climate change and managing risks and natural disasters</p> <p>Output 2: Populations in the most vulnerable zones use alternative construction techniques with renewable energies.</p> <p>Output 3: The Government and communities put in place a system for the protection and sustainable management of the environment and the risk of disasters.</p>	2 214 000

Source: UNDP, Draft Country Programme Document for São Tomé and Príncipe (2012-2016).

Note: *These are two separate outcomes in the 2012-2016 UNDAF, but they have been combined into one in the UNDP Country Programme Document and also in UNDP's internal reporting system, including the annual results-oriented reports.

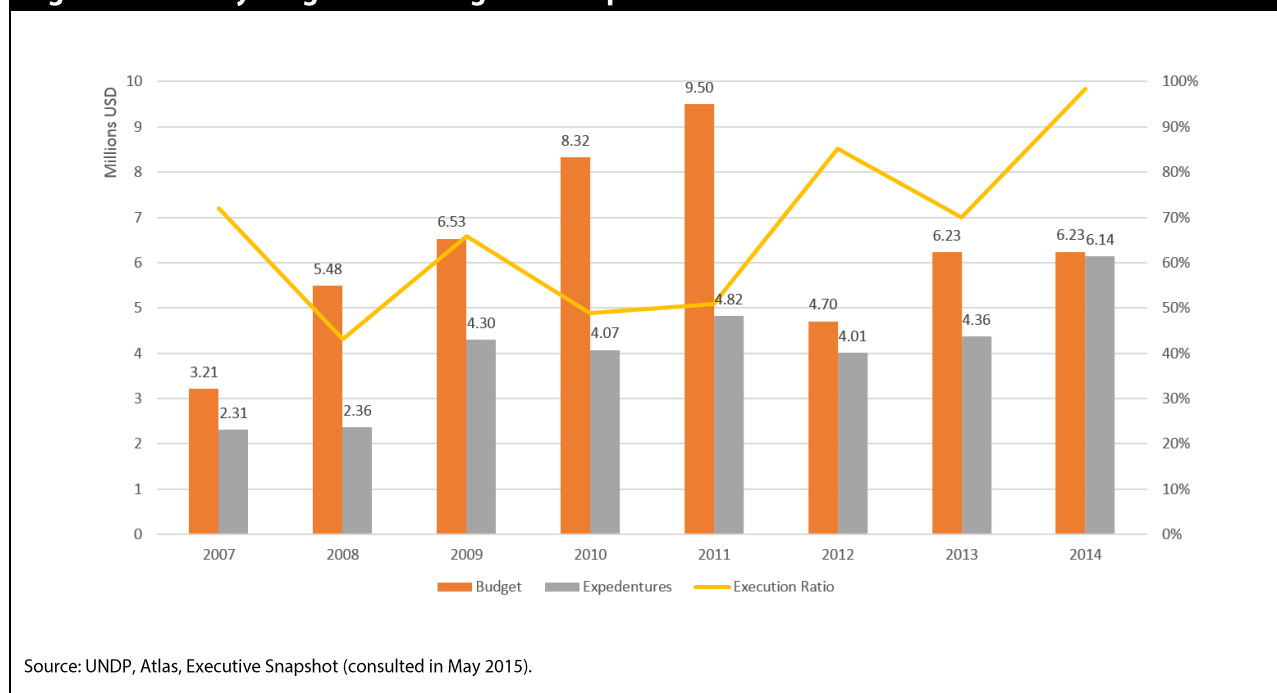
In summary, for the two programme cycles, 2007-2011 and 2012-2016, the main actions of the Country Programme are as follows. In the thematic area of democratic governance, actions were aimed at: capacity building to guarantee transparency and accountability in public sector management; improvement in the quality of public services; the improvement in local governance; the strengthening of judicial institutions and the administration of justice; the improvement in the work of Parliament; and strengthening of institutional leadership at the local and central level. In the area of poverty reduction and the achieving the MDGs, actions aimed at: support for the preparation of the National Poverty Reduction Strategy (SNRP); capacity building in planning and budgeting for public institutions and decentralized structures; support for the national efforts to combat structural economic inequalities; improvement in social protection systems; and the fight

against malaria, HIV/AIDS and tuberculosis. In the thematic area of environment and sustainable development, actions were aimed at: the integration of sustainable environmental management, climate change and natural disaster risk management into development projects; and the drawing up of a framework for environmental sustainability.

3.2.2. Financial resources

The programme budget and expenditures fluctuated considerably over the period in question. The budget grew threefold between 2007 and 2011, then fell by around 50 per cent in 2012 compared with 2011. It rose slightly and was more stable in 2013 and 2014. Expenditures rose and then fell over the period in question, almost doubling between 2007 and 2011, dropping slightly between 2012 and 2013, and increased again in 2014.

Figure 5. Country Programme budget and expenditures 2007-2014



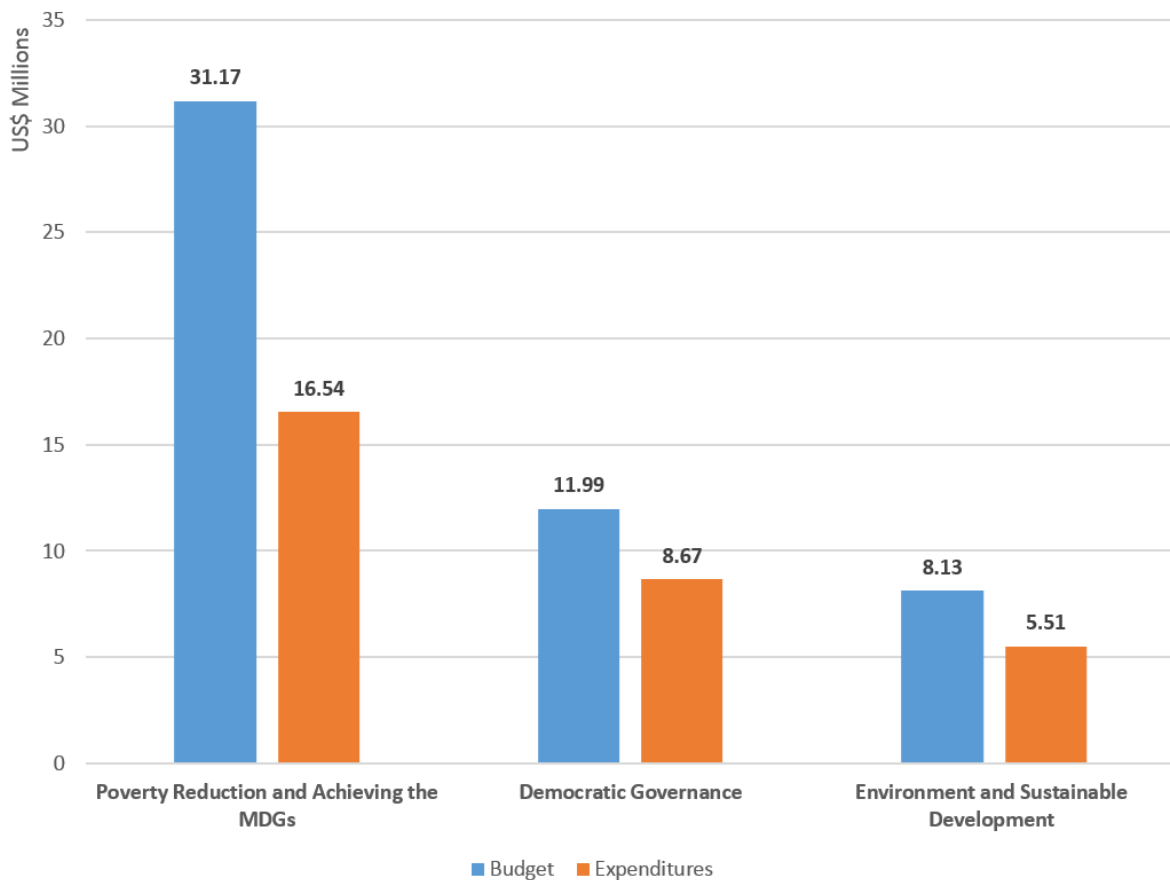
In terms of budget and expenditures by thematic areas, Figure 6 shows that most of the

expenditures occurred in the areas of Poverty Reduction and Achieving the MDGs. These

were mainly projects funded by the Global Fund. If these projects are removed, only a few projects remain in the thematic area of poverty reduction and achieving the MDGs, and the budget and expenditures for this area are \$1.47 million and \$1.22 million, respectively, rather than the amounts shown in Figure 5. Consequently, the thematic area of democratic governance has the highest budget and

expenditures in the Programme. However, it should be noted that some projects categorized under democratic governance also include activities targeting income-generation and improving livelihoods. These activities will be discussed in the section on UNDP’s contribution to poverty reduction and achieving the MDGs in Chapter 4.

Figure 6. Programme budget and expenditures by thematic area, 2007-2014



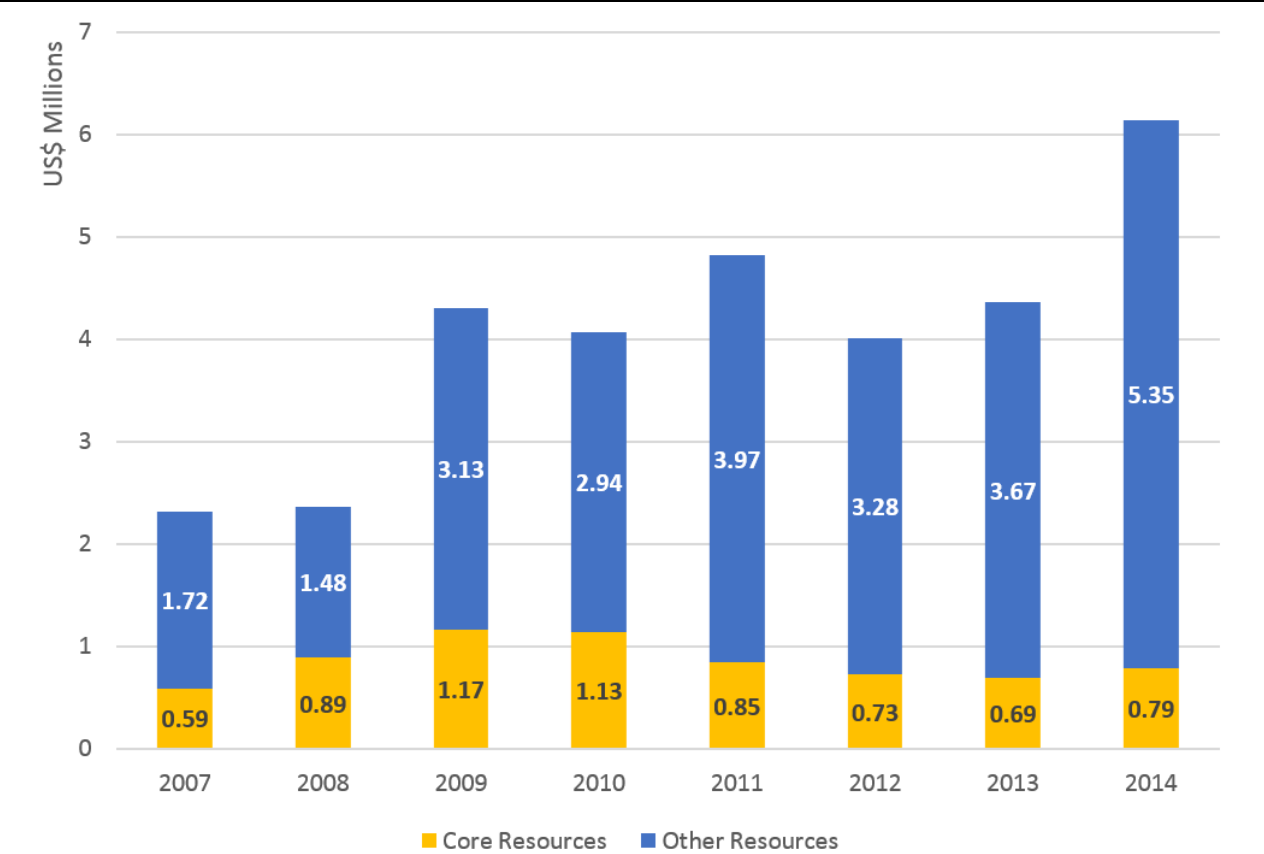
Source: The figures were calculated on the basis of the list of projects in each thematic area (Atlas, consulted in May 2015 and confirmed by the Country Office).

Figure 7 shows the sources of funding (core resources and other resources) for Programme spending. It is clear that UNDP has raised substantial external resources to fund its activities, since only 25 per cent of spending between 2007-2014 comes from UNDP’s core resources. A more in-depth study of the projects from 2007-2014 evaluated during the ADR

shows that the other resources mainly come from the Global Fund, as mentioned above (more than half of total project expenditures over the period in question). The other key contributors are the Governments of Japan (10 per cent of total expenditures for 2007-2014) and São Tomé and Príncipe (6 per cent) and the GEF (5 per cent).

An analysis of funding sources per year shows that the contribution of the Government of São Tomé and Príncipe is concentrated in 2010 and 2011. It was almost nil in 2012 and 2013, and then increased slightly in 2014. The GEF, which had not been a major UNDP funder between 2007 and 2013, became the second largest contributor in 2014 behind the Global Fund, financing 25 per cent of expenditures for that year.

Figure 7. Core resources and other resources in total programme expenditures, 2007-2014



Source: UNDP (Atlas (consulted in May 2015)).

3.3. PROGRAMME IMPLEMENTATION

3.3.1. Country Office structure and staff

At the time of the evaluation, the Country Office comprised 23 statutory staff members. There were four international staff members: a Resident Representative/Resident Coordinator, an economist, a programme specialist in charge of the environment and sustainable development programme, and a programme specialist in charge of the Programme Management Unit of the Global Fund- supported programme. There were 19 national staff members: an assistant to the Resident Representative in charge of the programme, an assistant to the Resident Representative in charge of operations, a programme analyst in charge of the Democratic Governance programme, a programme analyst in charge of support for programme management, a doctor and 14 staff members providing operational support (finances, administration, secretaries, drivers). In addition to the permanent staff, the office resorts to service providers (19 people). Forty-seven per cent of staff (20 out of 42) were women.

The last UNDP Global Staff Survey indicated that the results of the Country Office in terms of “ability to retain high quality staff”, “current internal procedures and processes allow me to provide high quality services to my clients”, “I am confident in the future orientation of UNDP” and “it is better to take a calculated risk and fail rather than not take any risk at all” are much higher than the results of UNDP at the organization level, which suggests that these are areas in which the Country Office is strong. The members of staff are proud to work for UNDP, have a good understanding of what is expected from them in their work, and believe that the current internal procedures and processes allow them to do their work well (UNDP, 2014).

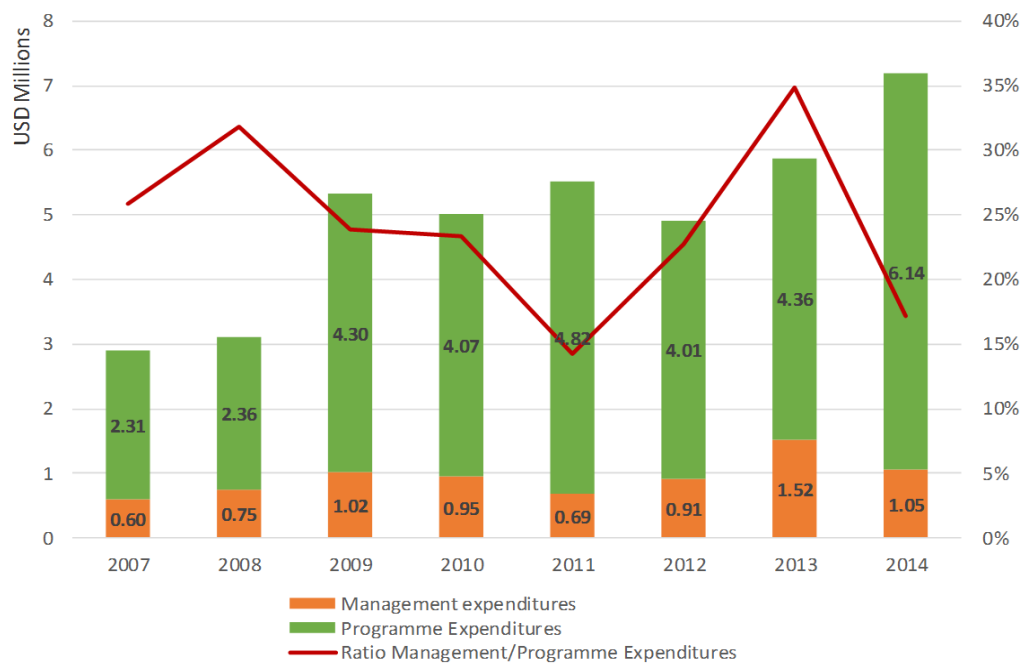
However, the elements that received the lowest scores included “the power to take decisions about the way to do your work”, “providing training so that I can manage my current job correctly” and “listening to my ideas, my problems and suggestions”, which suggests that these are areas for improvement.

3.3.2. Programme management

2012 Audit. According to the result of the 2012 Audit report (UNDP, 2012a), operations that were underway between July 2010 and December 2011, was “partially satisfactory”. More specifically, the office performance was considered “satisfactory” in certain key areas such as Governance and Strategic Management, Programme Management, Partnerships and Mobilizing Resources, and Management of Assets and General Administration. Country Office performance was “partially satisfactory” in other areas such as Project Management, Human Resources (inadequate monitoring of staff performance), Finances (inadequate financial controls) and Public Procurement (poor supply processes). The performance of the Country Office was not considered “unsatisfactory” in any area, which is a very good result. The audit report made certain recommendations that the Country Office management team accepted and are currently putting in place.

Management costs. Figure 8 illustrates the variation in management costs and programme expenditures between 2007-2014. Programme expenditures almost tripled over that period, while management costs barely doubled. The ratio was at its lowest in 2011, with a value of 14 per cent. It reached a peak in 2008 and again in 2013, with values of 32 per cent and 35 per cent, respectively. The ratio fell from 35 per cent in 2013 to 17 per cent in 2014, as a result of a reduction in management costs

Figure 8. Programme expenditures and management costs, 2007-2014



Source: UNDP, Atlas, Executive Snapshot (consulted in May 2015).

from \$1.52 to \$1.05 million (a reduction of over 30 per cent) and improved execution of the programme, the expenditures of which increased from \$4.36 million in 2013 to \$6.14 million in 2014, or an increase of more than 40 per cent.

Monitoring and evaluation. The National Implementation Modality was envisaged for the implementation of the majority of projects in the programme over the two cycles, except for some projects, particularly those financed by the Global Fund that are directly implemented by UNDP as the principal recipient. For projects under national implementation, a Letter of Agreement is signed between UNDP and the Government, showing the structure designated to be the national implementing agency. UNDP provides support services to projects and programmes, at the Government's request. The harmonized approach to monetary transfers is used with partners who have undergone a micro-evaluation. Since the weakness in monitoring and evaluation (M&E) has been highlighted in

the various audits, evaluations and mid-term reviews of projects and programmes, the Country Office has made efforts to build national capacity in the area of M&E as part of the national capacity-building programme.¹⁷ An evaluation plan was drafted by the Country Office for each programme cycle. According to the two evaluation plans for the 2007-2011 and 2012-2016 periods, all scheduled evaluations to date have been conducted.

¹⁷ UNDP, São Tomé and Príncipe Country Programme 2012-2016. www.africa.undp.org/content/dam/rba/docs/Programme%20Documents/Sao%20Tome%20and%20Principe%20CPD%202012-2016%20%28fr%29.pdf (French only)

Chapter 4

UNDP'S CONTRIBUTION TO DEVELOPMENT RESULTS

Over the period covered by the two UNDP programme cycles in São Tomé and Príncipe, from 2007-2016, there is strong continuity around three thematic areas: democratic governance; poverty reduction and achieving the MDGs, and environment and sustainable development. This chapter presents the results achieved by UNDP in the three thematic areas of the Country Programme. For each of the thematic areas, the results are first analysed in detail to examine the **effectiveness** of UNDP's contribution. This is followed by an analysis of the quality of the contribution through the criteria of **relevance**, **efficiency** and **sustainability**. UNDP's global vision for the eradication of poverty and reduction of inequality and exclusion, as well as UNDP's contribution to the promotion of gender equality and women's empowerment, are included in the analysis of effectiveness.

4.1. DEMOCRATIC GOVERNANCE

The following outcomes were categorized under the thematic area of democratic governance and are examined in this section:

- By 2016, national institutions at the central and local levels have improved their application of the rules and principles of good governance in public affairs, with the aim of consolidating the rule of law (programme cycle 2012-2016).
- Public institutions are strengthened and reformed to ensure transparent implementation of policies and an egalitarian application of the law (2007-2011 programme cycle).
- A mechanism for harmonizing and coordinating aid is in place (2007-2011 programme cycle).
- There is real decentralization, allowing national income to be redistributed (2007-2011 programme cycle).

4.1.1. UNDP intervention strategies

The thematic area of democratic governance includes interventions that impact on the three powers – executive, legislative and judicial. The outcomes were supposed to include targets at the central and local levels of power in the scope of the work. Table 3 describes the outcomes, expected outputs, number of projects, total budget and expenditures for 2007-2014.

Table 3. Democratic governance: Outcomes, outputs, projects, budgets and expenditures

Expected outcomes	Expected outputs	Number of projects*	Total budget 2007-2014	Total expenditures 2007-2014
By 2016, national institutions at the central and local levels have improved their application of the rules and principles of good governance in public affairs, with the aim of consolidating the rule of law (2012-2016).	(1) The capacity of the National Assembly in legislative areas and in terms of monitoring government actions are improved. (2) Government and local authorities implement the decentralization policy. (3) Judicial institutions provide a quality service to vulnerable populations (faster, fairer and more equitable).	9	5 751 653	4 040 138
Public institutions are strengthened and reformed to ensure transparent implementation of policies and an egalitarian application of the law (2007-2011).	(1) The institutions of state are strengthened, notably the National Assembly and the Court of Audit, to ensure their proper operation and the transparent use of resources. (2) The population is more aware of the national priorities as a result of capacity building of civil society and the media. (3) The capacity of judicial institutions is strengthened and guarantees the rule of law, and specialist courts are created. (4) Institutions in charge of implementing the National Gender Equity and Equality Strategy are strengthened. (5) The system for managing socio-economic information is improved at all levels. The Poverty Observatory monitors the implementation of the National Poverty Reduction Strategy and the Priority Action Plan.	14	5 587 707	4 050 214
A mechanism for harmonizing and coordinating aid is in place (2007-2011).	(1) An aid coordination unit is created.	4	136 139	104 924
There is real decentralization, allowing national income to be redistributed (2007-2011).	(1) Local actors are better able to promote their own development and take part in it. (2) The local administration (<i>câmaras distritales</i>) is strengthened to ensure rational management of resources.	4	511 423	472 962
Total		31	11 986 922	8 668 238

Source: UNDP São Tomé and Príncipe – Country Programme documents for 2007-2011 and 2012-2016; UNDP Atlas (consulted in May 2015).

Note: To avoid counting projects twice, any projects that span two programme cycles are accounted for once in the current cycle and spending on these projects is reported in the current cycle.

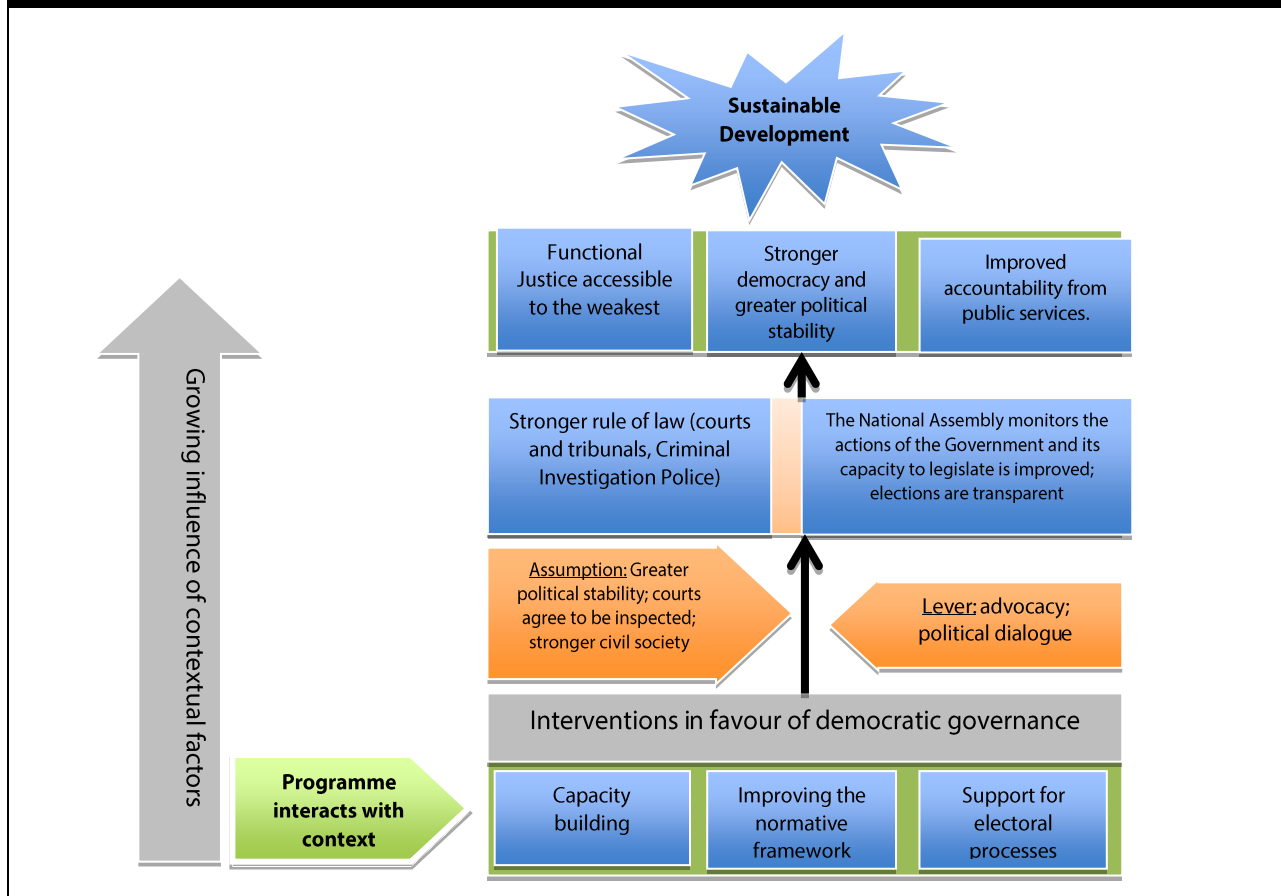
A ToC in the thematic area was developed, discussed and validated with the experts in

charge of UNDP's Democratic Governance programme and of implementing its activities, in

order to analyse the underlying assumptions of the Programme and create a framework for its evaluation. Developing the ToC is important in the analysis of UNDP’s contribution to development results in São Tomé and Príncipe. First, it helps to structure the analysis of the work carried out in this thematic area, by highlighting the activities completed, their

expected outputs and by clarifying the relationship of cause and effect, under certain assumptions, in achieving outcomes. Consequently, it makes it possible to understand the logic underlying the main processes and the “routes of change” by which the programme delivers results.

Figure 9. Democratic governance –Reconstructed Theory of Change



According to the ToC illustrated in Figure 9, an integrated approach is needed to impact on the results of sustainable development. This approach would allow the following three intermediate results to be achieved: (i) a functional justice system accessible to the weakest members of society in Sao Tomé and Príncipe; (ii) stronger democracy and greater political stability; and (iii) improved accountability of public services.

To achieve these intermediate results, two immediate results are required: (i) a stronger rule of law (through reform of courts and tribunals, and by restructuring of the criminal investigation police force); and (ii) the National Assembly monitors government activity, its capacity to legislate is improved, and elections are transparent.

Three important underlying assumptions must be fulfilled to achieve these results: (i) greater

political stability; (ii) the courts' agreement to be inspected; (iii) stronger civil society. As an important lever, UNDP must conduct advocacy work and political dialogue. The ToC highlights three groups of strategic activities conducted in this area: (i) building capacity of the administration; (ii) improving the normative framework; and (iii) supporting electoral processes.

The ToC (Figure 9) allows a comparison to be drawn between the strategy defined by UNDP in the documents and the real implementation. It also articulates the assumptions and levers for change believed to be necessary if the changes envisaged are to be implemented. During the analysis, the ADR did not find any great difference between what was implemented and what had been envisaged in the strategies described in the CPD, other than in relation to support for the local level and the decentralization policy. Although there were some activities that sought to foster local development, the implementation of UNDP's programme in this area was mostly focused on support for the needs of the Central Administration. Consequently, there were no significant activities implementing the decentralization policy included under capacity building in the ToC.

The projects in the thematic area of democratic governance are implemented in a very difficult operational context since the country has been experiencing political instability for a number of years. For this reason, in the ToC, political stability is not only an important assumption for achieving the outcomes of the thematic area, but also one of the intermediate results that the Government must achieve, with the support of its partners. UNDP places greater emphasis on strengthening institutional capacity at the macro level (work equipment, training, normative framework). UNDP's approach is to provide support that meets the needs of government institutions and also to lead discussions on public policy.

4.1.2. UNDP's main contributions

Support for capacity building resulted in an improvement in the system for monitoring public finances, the creation of an inclusive information system on oil operations, the creation at the National Assembly of a computerized database, development of local development plans (Caué and Príncipe) and the set-up of two community radio stations. In 2012, an analysis of the justice system was carried out in preparation for its reform. UNDP helped to draw up election legislation and strengthen the capacities of the National Electoral Commission. However, the effective capacity building of the National Assembly was delayed, and there were very few programme activities at the local level.

Contribution to capacity building. UNDP support was strongly focused at the central level rather than the local level of power. During the period covered by the ADR, the following actions were conducted:

- The systems for monitoring public finances were strengthened: UNDP had considerable success with its support to strengthen the Court of Audit, created in 2003. Although this support came to an end in 2007, it continues to have an impact, and contact between the Court and UNDP was renewed in 2014-2015 in the context of the Pro PALOP-TL SAI project. Funded by the European Union, this project aims to strengthen the technical and functional competencies of the supreme audit institutions, national parliaments and civil society for the audit of public finances in Portuguese-speaking African countries and Timor-Leste.¹⁸
- The essential preparatory stages for the equitable management and distribution of expected income from oil operations

¹⁸ See Pro PALOP-TL SA website, www.propaloptl-sai.org/index.php/en/

were put in place: UNDP provided support to the *Gabinete de Registo e Informação Pública* (GRIP, Registration of Public Information Office) for the implementation of an inclusive information system on oil operations. In light of the future oil extraction possibilities, a national debate was started, discussing not only how to manage oil revenues to ensure fair and sustainable development, but also about the transparency and good governance of an extractive industry of this scale. The GRIP is the office in charge of informing the public on developments in the oil sector to ensure that there is transparency in all the aspects of the sector. It received support from UNDP to install the equipment for an oil database and to produce televised and written communication material. UNDP worked with the National Oil Agency and funded a study on the assessment of human resource requirements for future oil exploration. It also supported the organization of a discussion workshop between the Government, civil society and oil companies.

- Support for the National Assembly: In relation to the capacity building of the National Assembly in the area of legislation and democratic monitoring of Government action, UNDP's project entitled 'Support for the National Assembly', aimed to create a computerized database facilitating Parliament's access to all the necessary data. However, the achievements of this Programme to date have been very modest. Although the activities were generally simple, implementation was delayed, not only as a result of the poor response capacity of the national partner, the National Assembly, but also due to the poor performance of the contracted entrepreneur.

- Support for judicial institutions so that they provide a quality service to vulnerable populations: During the 2007-2011 cycle, as part of the project entitled 'Support to institutions in the justice sector', UNDP trained 150 court officers, provided equipment, and organized a National Justice Conference that recommended drawing up a programme of reform for the sector,¹⁹ which is now being implemented in the current cycle. Within the context of this justice reform programme, UNDP with Portugal and Brazil are supporting São Tomé and Príncipe in building the capacity of its judicial services. In addition, 35 agents of the Criminal Investigation Police were trained in the Penal Code and the Penal Procedure Code, criminal investigation and procedural process. However, the project has not been able to progress beyond the immediate result of capacity building.
- In addition to the actions mentioned above, UNDP helped to build capacity in other institutions at the central level, with training on a range of subjects such as leadership (three training workshops conducted and 35 leaders trained), taking gender into account (support for the National Institute for Gender Promotion so that the gender dimension would be included in national policies) and IT competencies. UNDP also provided support for strategic and M&E studies in certain sectors. Operational monitoring was conducted with the aim of understanding the country's performance in certain reference indicators in the annual or biannual reviews of sustainable human development, national performance in

¹⁹ UNDP São Tomé and Príncipe, Final evaluation of the UNDP Country Programme Action Plan 2007-2011.

the MDGs or the implementation of the SNRP or the PAP. UNDP also provided support for the national mechanism for aid management and coordination.

- At the local level, UNDP organized training on local authority management for mayors and other locally elected officials. UNDP also provided support for the preparation of local development plans (in Caué and Príncipe), although these were not implemented as expected. As part of the ‘Promotion of Democracy and Public Accountability’ project, two community radio stations were set up. In general, as mentioned above, there was very little capacity building activity at local level.

Contribution to the improvement of the normative framework. In 2012, as part of the Justice Sector Reform Programme, UNDP provided support for a diagnostic of the Criminal Investigation Police (CIP). The organic law, the regulations and the procedural standards of the CIP were drawn up in 2013 and revised in 2014.

Regarding the institutional frameworks, in the 2007-2011 programme cycle, UNDP provided assistance for the creation of a one-stop shop for the facilitation of investment procedures within the Ministry of Justice. UNDP also provided support for the preparation of a study on the institutional diagnostic of the Ministry in charge of Trade and a study on the functional diagnostic of the Ministry of Foreign Affairs.

Support for electoral processes. The overall objective of this support was to strengthen São Tomé and Príncipe’s capacity to administer the electoral process and organize free, fair and undisputed elections. To this end, UNDP provided support for the drafting of electoral legislation, with the adoption of an electoral charter, and the acquisition of biometric technology used during voter registration. It also provided support for the development of a database to reduce/eliminate the risk of fraud,

for the training of puisne (high court) judges in the resolution of electoral disputes and conflicts, and for a study on electoral participation, particularly by women. UNDP provided support to the National Electoral Commission (NEC) with brochures for international observers, the purchase of transparent ballot boxes, etc. It facilitated collaboration between Parliament, political parties and women’s associations to strengthen the accountability of women. It also carried out an awareness-raising campaign among the population at the national level.²⁰

4.1.3. Effectiveness of UNDP’s contribution to the expected outcomes

UNDP adopted a capacity-building approach to meet the needs of public institutions through specific projects. As a result of its support: (i) the NEC improved the transparency and credibility of electoral results; (ii) the CIP improved the quality of the services it provides; and (iii) the International Co-operation Department obtained an aid management and coordination tool. However, the text of the CIP Framework Law has not yet been examined by the Government in order to be submitted to the National Assembly for approval, and it is difficult to draw a definitive conclusion on the results achieved in making justice more accessible to the least powerful.

Over the period covered by the ADR, governance in São Tomé and Príncipe was generally characterized by a balanced system of powers, a consolidation of the rule of law, and an effort to promote and protect human rights. The right balance between the executive, legislative and judicial powers ensures the general respect of democratic rules and a socio-political climate that is free of tension. The changes in the Mo Ibrahim Index over the last five years, which ranks São Tomé and Príncipe

²⁰ UNDP São Tomé and Príncipe, Mid-term review of the Democratic Governance portfolio of the 2012-2016 Country Programme. Final report.

12th out of 52 African countries, is a good sign. The country has also made significant and constant progress in terms of transparency and management of public finances. São Tomé and Príncipe is currently listed 76th out of 175 on Transparency International's Perceptions of Corruption Index, a vast improvement since 2009, where it held 111th place. There has been greater public participation in the budget preparation process and improved transparency and comprehensiveness in budget documentation. The management of public finances is more professional. Indeed, the country has adopted a law governing the management of oil income, which sets out the foundations for good management of institutions related to oil operations, and it has applied to become a member of the Extractive Industries Transparency Initiative, a global standard seeking to promote open and responsible management of natural resources (EITI, 2014).

UNDP has achieved substantial results in democratic governance over the two programme cycles and has contributed to these positive trends. However, there is still progress to be made. Clearly, we cannot attribute all of these positive changes exclusively to the UNDP Programme, but it has made important contributions. UNDP adopted a capacity-building approach to meet the needs of public institutions through specific projects and, over the last three years, through policy discussions with the three branches of power by the Country Office management. UNDP also drew on its international experience to facilitate the introduction of innovations into the context of São Tomé and Príncipe. It should be underlined that the thematic area of democratic governance manages a portfolio that supports the achievement of objectives of a political nature, and achieving these objectives largely depends on the political will of UNDP's government partners to accelerate the reforms in question, as well as to commit financial resources in order to create sustainable results. However, this evaluation has identified two

factors that had positive impacts on effectiveness: (i) approaches which are based on national priorities; and (ii) building partner capacity and commitment. The effectiveness of UNDP's contributions is summarized below.

UNDP provided effective support to the National Electoral Commission (NEC), enabling it to organize elections according to international standards, to provide transparent and credible results and thus strengthening democracy. As a result of UNDP support, the electoral process is transparent and credible, and consequently is uncontested by the political parties. It also facilitated the development of a reliable electoral register, making appropriate use of technology. Indeed, within the context of building NEC capacity, UNDP helped to perfect the electoral register, enabling a reduction in post-electoral conflicts and claims, from 15 per cent in 2010 to 0 per cent in 2014. In interviews with senior administration officials, development partners and officials of United Nations agencies, the evaluation team was told that as a result of UNDP support to the NEC, litigation with the potential to destabilize the country had been avoided. The evaluation found that this support had contributed to improving the confidence of citizens and political players in the electoral process. The confidence of citizens and political players in the work of the NEC is based on tangible proof of the participation of the population in elections and the transparent methods used to break down the results of the elections. As a result of these methods, litigation was avoided. With regard to the role played by UNDP and the close relationship formed between its experts and the NEC, the results would have been difficult to achieve without their support. The main limitation to these results is that support for the electoral process only targeted the NEC. UNDP and its partners did not explore how to broaden the scope of support to other relevant stakeholders such as NGOs and the media.

The programme generated visible progress in the modernization of the CIP and the departments of the Ministry of Justice. However, overall progress with regard to achieving the programme results was slow, and there is no proof that the programme had a significant impact on access to justice for the weakest populations in the country. The combined action by UNDP, Brazil and Portugal was effective in building CIP capacity through training and the provision of equipment. This allowed the police to improve the quality of its services, particularly the quality and the speed of investigations. Despite these operational improvements, progress made in restructuring the CIP was mixed. The ultimate goal, which was to restructure the CIP, has not yet been achieved. The text of the framework law that was drafted with the contribution of consultants has not yet been examined by the Government. And yet, without this framework law, modernization of the CIP, which is one of the key elements in the consolidation of the national judicial framework, cannot be achieved in the way that had been planned.

There has been progress in the judicial and penitentiary departments, as a result of the training of staff and the supply of equipment for operations. However, overall progress regarding the achievement of programme results has been slow, and it is difficult to draw a definitive conclusion on the results achieved with UNDP support to make justice more accessible to the least powerful. Although there is willingness from the respective partners to make progress in reforming the justice system, the results are still largely below expectations. There is still no effective inspection of the courts, although the judicial authority is now in favour of this as a result of recent successful advocacy work by UNDP.

In general, the results achieved by the Programme in the area of strengthening the accountability of public authorities suggest the difficulties experienced in project implementation. Capacity building was the focus

of most attention, but there was not enough strengthening of accountability mechanisms. There is no proof that strengthened institutional capacity leads to the expected results. Consequently, there is a need to develop and refine explicit ToCs, which would also allow for the risk of unmet assumptions to be anticipated.

UNDP contributed to the functioning of the national mechanism for aid management and coordination. It provided the International Cooperation department with a management tool (Gateway) and trained five managers from the *Unidade de Coordenação da Ajuda* (UCA) in aid management and coordination, which is categorized in the ToC as capacity building. It also funded a study on the ODA monitoring mechanism, with the notable development of an information system for aid monitoring, which is currently being rolled out.²¹ There is also an aid coordination structure made up of United Nations agencies, Angola, Brazil, Portugal and Taiwan, but it is not yet operational. The Government wanted UNDP to coordinate it, but did not show any signs of wanting to take ownership of it. UNDP adopted the right approach by emphasizing sustainability and by avoiding the coordination role, which should be that of the Government, as is the case with the coordination of ODA through the UCA or the Poverty Observatory.

The Programme has not made progress in supporting the decentralization process because the prerequisite tools to operationalize decentralization and make it effective are still lacking. At the local governance level, decentralization remains embryonic and has not been accompanied by a transfer of power. However, UNDP could have undertaken pilot projects while waiting for the formal transfer of power to the local administrations. It could have used its close relationship with the Government to provide more ambitious support, such as capacity-

²¹ UNDP São Tomé and Príncipe, 2012-2016 Programme Cycle, Results Assessment 2013.

building for mayors to design and implement strategic plans for the sustainable management of the environment and natural resources. São Tomé and Príncipe has a good distribution of natural resources across its territory, which is a great advantage for building local development programmes around them (water, land and forests). The fight against rural poverty inevitably involves optimizing the value generated by these resources through massive investment in income-generating activities.

UNDP's global vision of eradicating poverty and reducing inequality and exclusion was taken into account in the work in the thematic area of democratic governance but a direct contribution to the reduction of monetary poverty was not established. For example, mention can be made of investments to improve the management of public finances, the management and fair distribution of the income expected from oil operations, the development of the database of parliamentary activity, and also support for the electoral process. Population registration and the creation of a reliable electoral register have helped to reduce exclusion. The awareness-raising campaign conducted with the population at the national level had the same objective. However, it was difficult to establish a direct correlation between all the activities mentioned above and poverty reduction.

Although the gender aspect in the actions supported by UNDP in the area of democratic governance was inadequate, the Programme is dependent on the effort of partners for improvements. The support for the electoral process provided by UNDP to the NEC did not result in any improvement in the number of women among the elected officials. The presence of female elected officials is very low: only 18 per cent of members of parliament are women, one mayor is female, and in a Government of 12 ministers, only one is female. This presence could only improve if there is action by the NEC and through advocacy by civil society and other stakeholders towards

political parties. It should be noted, however, that during the current term of Parliament, UNDP has successfully advocated to the National Assembly for the adoption of a resolution that sets a 30 per cent quota of seats in Parliament to be held by women. It should also be noted that UNDP's advocacy work with the Government led, in 2007, to the creation of the National Institute for the Promotion of Gender Equity and Equality (INPG). The INPG implements the National Strategy for Gender Equity and Equality (SNEEG) adopted by the Government in 2005. In collaboration with UNDAF and UNICEF, UNDP has helped strengthen INPG's capacity to promote the gender approach and gender equality in Government strategies. It also contributed to the empowerment of groups of young people and female elected officials at the local level, in preparation for the 2010 elections. Evaluation of the SNEEG over the 2007-2012 period confirms the relevance of the instrument as a strategic intervention tool for the economic and social promotion of women in São Tomé and Príncipe, but it remains under-implemented.

In general, projects and activities conducted under the thematic area of Governance lack synergies or multiplier effects, as they are not part of a programme approach. Projects do not follow a coherent programmatic approach providing mutually reinforcing responses to the problems that have been identified to give greater impact. The ToC also shows that the context has a strong influence on the intervention strategies. In addition, as the underlying assumptions were not met, the expected changes did not occur. For example, access to justice for the weakest populations cannot be achieved simply by building the capacity of the CIP without also strengthening the abilities of the NGOs who could help to advocate for the causes of these populations. Support for the NEC alone, without also working with political parties, will not improve the number of female elected officials. It should also be noted that the Government does not have

a national development plan with a long-term vision (15-20 years) of democratic governance, which explains why projects and activities are planned on the basis of short-term requests.

4.1.4. Quality of the contribution

4.1.4.1. Relevance

Interventions are aligned with the first strategic axis of the SNRP-II, namely, the “Reform of public institutions and strengthening good governance policy” and are coherent with global UNDP strategies. In a context known for its political instability, changes in the Government resulted in substantial changes in the central administration, modifications of political priorities, and delays in the implementation of existing projects.

UNDP projects in the area of democratic governance in São Tomé and Príncipe are aligned with national priorities and UNDP’s strategies at the global level. Regarding the alignment with UNDP’s general strategies, UNDP’s 2014-2017 Strategic Plan mentioned that the creation and/or strengthening of inclusive and effective systems of democratic governance is one of the sectors of activity on which UNDP is focused during this time. The interventions are also coherent with UNDP’s other strategies, such as the Strategy for Supporting Sustainable and Equitable Management of the Extractive Sector for Human Development (2012).

The portfolio of projects of the democratic governance thematic area were relevant in light of the context of political instability that influenced the progress of the Programme. Almost all those interviewed spoke about the great development challenges in the context of political instability that had characterized the last ten years. Management of issues of public interest was affected by frequent changes of government. These changes led to substantial changes in the central administration, often up to

the Director level, modifications of political priorities and delays in the implementation of existing projects. There was a lack of continuity in State actions, making it difficult to monitor the reform process in a sustainable manner. The Programme’s emphasis on capacity building of the central administration, the rule of law and improved accountability of public services meets the requirements and constraints of such a context.

4.1.4.2. Efficiency

The completion of some projects could be delayed. On the positive side, it should be noted that a multi-sectoral team was set up to support national implementing partners in the national procedures and practices for implementation. UNDP’s policy dialogue with the NEC fostered efficiency with the compression of the electoral cycle.

The efficiency of UNDP’s contribution in the thematic area of democratic governance is mixed. In terms of **operational efficiency**, there were problems with delays in the implementation of certain projects such as 'Institutional support for the justice sector' and 'Advocacy for gender equality and equity' in the 2007-2011 programme cycle. In the current cycle, certain projects, such as ‘Support for Justice Reform’ and ‘Support for the National Assembly’ could experience delayed implementation. For the ‘Support for Justice Reform’ project, the framework law on the CIP has not yet been discussed by the Government. The database for the ‘Support for the National Assembly’ project is not yet operational. A number of Government partners have described UNDP procedures as cumbersome and the Country Office is currently putting in place measures to improve the situation. On the positive side, it is noted that a multi-sectoral team of seven people reporting to the Directorate General for International Cooperation was set up to support national implementing partners in the

national procedures and practices for implementation.²²

The programme efficiency in the area of democratic governance can be analysed through the achievement of expected outcomes. UNDP's policy dialogue with the NEC over the last three years fostered the efficiency of the 'Support for the electoral cycle' project (GPECS) resulting in the compression of the electoral cycle. On 12th October 2014, the country's organized its first ever triple ballot, for parliamentary, municipal and regional elections, and the cost of electoral events has been greatly reduced. At the same time, this is a first step in the future reflection on measures to ensure sustainability. However, there are other aspects concerning the efficiency of this action. The NEC does not have a permanent Secretariat. Its Secretariat, as well as its own composition, has to be renewed after each electoral event. This implies training new staff, and consequently a substantial loss of efficiency. In the next stages of its support, UNDP is planning to deepen discussions on the conditions for ensuring a more permanent Secretariat.

4.1.4.3. Sustainability

Sustainability measures the degree to which the results of the development efforts continue when the external support has come to an end. Assessing sustainability means evaluating the extent to which the social, economic, political, institutional and other conditions are present and whether there is national capacity to maintain them, in order to manage and ensure development results in the future. This implies that the results of local interventions and pilot projects have been scaled up. For the Programme portfolio as a whole, the sustainability of the results obtained is mixed. It differs according to the thematic area and the level of intervention (strategic or upstream). It is promising where the partners have taken

ownership of the programme and where projects have been integrated into national structures. Ownership depends on the capacity-building support provided by the Programme. A number of projects enhanced partner capacity, which ensures the sustainability of results.

The democratic governance projects have elements of sustainability, because they are aligned to national policies and are integrated into national structures. The Programme's emphasis on capacity-building and partner ownership are positive factors for the sustainability of results. However, with regards to support for the NEC, which is in charge of organizing electoral events, although there is strong ownership, the Government is not yet able to finance electoral actions.

When they are designed, project documents and data sheets do not always include an explicit exit strategy or an approach that has been prepared and approved by all partners in order to ensure post-project sustainability. Nevertheless, elements of sustainability exist. From a policy perspective, UNDP's interventions are aligned with national priorities. The related projects have a strong potential for ownership by partners and are entirely integrated into their structures. Consolidation of the rule of law, justice reform, etc. are Government priorities and there is little likelihood of these priorities changing.

During implementation, the Democratic Governance programme's emphasis on capacity-building and partner ownership are positive factors for the sustainability of results, but financing is a constraint. For example, this is the case of the support for the electoral process, where there is promising sustainability as a result of the strong ownership by the NEC of the results obtained with the support of UNDP. All electoral activities receive external funding because the mechanisms for ensuring sustainable financing are not yet in place. The NEC estimates that it needs at least

²² UNDP São Tomé and Príncipe, Mid-term review of the Democratic Governance portfolio of the 2012-2016 Country Programme

US\$ 2 million per election, every five years for national elections and every three years for local elections. Shortage of resources also affected the sustainability of activities in the projects of the 2007-2011 programme cycle, such as the community radio stations created as part of the ‘Promotion of Democracy and Public Accountability in São Tomé and Príncipe’ project.

Many projects are ongoing and it is too early to analyse their sustainability. For these projects, sustainability depends on these activities being continued. For example, regarding the area of justice, the sustainability of the results obtained with UNDP support will depend on the reforms being continued and the organic law on the CIP being adopted. From a strategic, long term perspective, sustainability will require programmes that seek to build capacity among civil society organizations so that they can better defend the interests of the weakest sectors of society with the authorities.

4.2. POVERTY REDUCTION AND ACHIEVING THE MDGs

The following outcomes were examined in the thematic area of Poverty Reduction and Achieving the MDGs:

2012-2016.²³

- By 2016, populations and notably women and young people, have greater access to productive resources that can reduce their vulnerability;
- By 2016, the most vulnerable populations make greater use of decentralized basic social services and participate in their management.

2007-2011:

- Increased access to basic health services for vulnerable groups;
- Strengthening of the multi-sectoral response to HIV/AIDS in national institutions and civil society.

4.2.1. UNDP intervention strategies

Table 4 describes the outcomes, expected outputs, number of projects, total budget and expenditures for 2007-2014.

A ToC of the thematic area was developed and validated with the experts in charge of the Poverty Reduction and Achieving the MDGs programme. It allows to analyse underlying assumptions and contributes to structuring the analysis of the ADR by highlighting the activities completed, their expected outputs and by clarifying the relationship of cause and effect, under certain assumptions, in achieving outcomes and their impact.

²³ The following two outcomes have been combined into one in the UNDP Country Programme Document and also in UNDP’s internal reporting system, including the annual results-based reports

Table 4. Poverty Reduction and Achieving the MDGs: Outcomes, outputs, budgets and expenditures 2007-2014

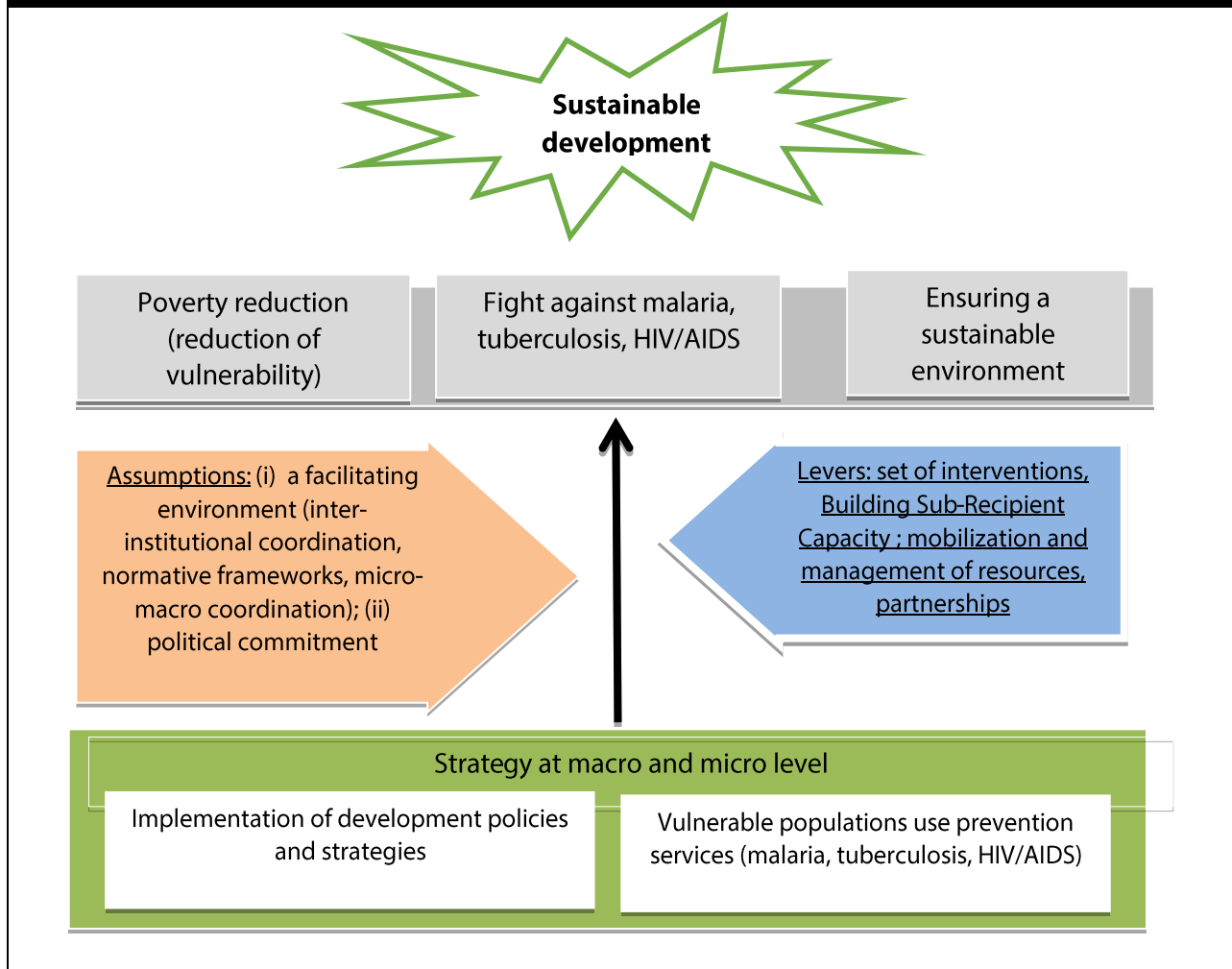
Expected outcomes	Expected outputs	Number of projects	Total budget 2007-2014	Total expenditure s2007-2014
By 2016, populations and notably women and young people, have greater access to productive resources that can reduce their vulnerability (2012-2016)	(1) The Government and local authorities have drafted and implemented development strategies and policies	2	1 170 574	1 018 283
By 2016, the most vulnerable populations make greater use of decentralized basic social services and participate in their management (2012-2016)	(1) Vulnerable populations, particularly people living with HIV and at-risk populations, make greater use of the services for preventing and combating malaria, HIV/AIDS and tuberculosis.	5 ²⁴	26 394 126	13 680 33 8
Increased access to basic health services for vulnerable groups (2007-2011)	(1) Accelerated implementation of the National Malaria Control Programme (2) Essential anti-malaria medicines and reproductive health products are more easily accessible and available.	2	3 602 775	1 840 948
Strengthening of the multi-sectoral response to HIV/AIDS in national institutions and civil society (2007-2011).	(1) Improved access to information and resources for adopting lower-risk sexual behaviour (2) Improved access to guidance, testing and quality voluntary treatment services, including for other sexually transmitted diseases. (3) Institutions better able to intensify the national fight against HIV/AIDS from a technical and logistical perspective.	There is one project categorised under this outcome. This project spans two programme cycles and is therefore accounted for once in the current cycle		
Total		9	31 167 475	16 539 56 9

Source: UNDP São Tomé and Príncipe – Country Programme documents for 2007-2011 and 2012-2016; UNDAF action plan 2012-2016, UNDP Atlas (consulted in May 2015)

Note: ²⁴To avoid counting projects twice, any projects that span two programme cycles are accounted for once in the current cycle and the budgets and spending of these projects is reported in the current cycle.

²⁴ Of these five projects, three started in the 2007-2011 cycle and were continued during the 2012-2016 cycle.

Figure 10. Poverty reduction and achieving the MDG – Reconstructed theory of change



According to the developed and refined ToC, to achieve sustainable development results, an integrated approach is needed to achieve three intermediate results: (i) poverty reduction (reducing vulnerability to ensure improved access to productive resources), (ii) the fight against malaria, tuberculosis and HIV/AIDS, and (iii) ensure a sustainably healthy environment.

To achieve these three intermediate results, there are only two sets of strategic actions to implement at the macro and micro level, namely: (i) implementation of development policies and strategies and (ii) the vulnerable populations use the prevention services (malaria, tuberculosis and HIV/AIDS). Clearly, these two

sets of actions alone are not enough to reduce poverty.

For these two types of strategy to produce intermediate results, the following underlying hypotheses must be achieved: (i) a facilitating environment (inter-institutional coordination, normative frameworks, micro-macro coordination) and (ii) political commitment. The following important levers are required: (i) a set of interventions supported by UNDP, (ii) capacity building of the sub-recipient (the national partner), (iii) mobilization and management of resources and (iv) partnerships.

This ToC illustrates UNDP’s perspectives and intentions on what is actually being done to achieve the expected results. The ADR observed

that there was a divergence between what was actually done by UNDP and the intervention strategies described in the CPD, which included as outcomes and proposed actions ‘access to productive resources’ and ‘improvement in the income of vulnerable populations through income-generating activities’. In reality, most of the projects are concerned with the fight against diseases, including projects to combat HIV/AIDS, tuberculosis and malaria financed by the Global Fund, and a social prevention project against cholera. It was noted that investment in health also influences the economic dimension, but there are no projects in the current cycle that specifically target access to productive resources in order to combat income poverty. In the 2007-2011 cycle, there were some modest interventions, such as the ‘Local Governance and Poverty Reduction’ project, which focused on access to micro-credit services in Caué.

4.2.2. UNDP’s main contributions

The Programme strengthened the health system in general, and interventions were focused on HIV/AIDS, malaria, cholera and tuberculosis. Access to basic social services by certain populations was improved as a result of integrated actions including providing equipment for health centres, providing medicines and other prevention, diagnosis and treatment products within these centres, training health professionals and paraprofessionals and awareness-raising. UNDP contributed to the implementation of the development policies and strategies of the Government and the local authorities. In addition, it supported the drafting of the SNRP-II (2012-2016) as well as the preparation of the 2013-2016 PAP. In the district of Caué, the programme implemented a poverty-reduction project mainly targeting women. However, these efforts produced mixed results.

Contribution in terms of fighting diseases. UNDP made a substantial contribution to strengthening the health system in general and in improving access to prevention and treatment

services in particular. During the 2007-2011 programme cycle, interventions were focused on the fight against three diseases: HIV/AIDS, malaria and tuberculosis as well as cholera. The Programme effort was mainly focused on improving access to basic social services for the country’s populations. The result of this effort is that antiretroviral, malaria and tuberculosis treatments are more easily accessible and available. In addition, there is better access to information and resources for preventing infection. These include the adoption of less risky sexual behaviour, the use of insecticide-impregnated mosquito nets and seeking medical advice if suffering from a cough for a long period of time. With regard to cholera, the UNDP programme funded the installation on public roads of materials for collecting solid waste, the construction of latrines in homes and the organization of awareness-raising campaigns about the disease.²⁵

During the 2012-2016 programme cycle, interventions were focused on the fight against three diseases: HIV/AIDS, malaria and tuberculosis. Firstly, it should be noted that strengthening national capacity is at the heart of the programme’s activities. A capacity-building needs assessment was conducted and a capacity building action plan (2013-2016) is in the process of being implemented, notably at the National Centre for Endemic Diseases (CNE), the national institute in charge of fighting endemic diseases.

The project entitled ‘Strengthening the response to the HIV/AIDS epidemic for vulnerable groups and the most at-risk population of São Tomé and Príncipe’, implemented by the Programme between 2006-2014, distributed antiretroviral medication to patients, in accordance with the directives of the national AIDS Programme and WHO directives. The project offered HIV tests to patients suffering from tuberculosis and treated HIV-positive

²⁵ UNDP São Tomé and Príncipe, Final Evaluation of the 2007-2011 Country Programme Action Plan

patients according to the national coinfection protocol. Furthermore, from 2014 a new indicator was integrated to test for tuberculosis in patients with HIV. Staff in charge of collecting routine data received training, and data preparation was greatly improved. In collaboration with Step-Up, a national NGO, the project also provided nutritional, educational and psychological support to orphans and HIV-positive children. In the first half of 2014, 105 children received this support, having been identified by district health representatives.²⁶

In the fight against malaria, UNDP provided substantial strategic and operational support in order to achieve the Government objective of reducing mortality and morbidity from malaria. The political and institutional framework was strengthened, with chemical and non-chemical means being used in synergy as a result of the coordination of stakeholders. The programme placed the accent on prevention, which in the ToC is included under “Ensure environmental sustainability.” Preventive measures include fighting the malaria vector by improving living conditions. Indoor residual spraying of insecticides and the use of insecticide-treated nets are considered to be the most economic means of achieving a healthy and sustainable environment and stopping the propagation of malaria. UNDP’s actions in the fight against malaria meant that in 2014 alone, 110,000 nets impregnated with long-term insecticide were distributed, and 100 per cent of patients suffering from malaria were treated. A survey conducted by UNDP in 2014, after the installation of the mosquito nets, demonstrated that 93 per cent of those interviewed were using them correctly. In terms of operational research, M&E and surveillance systems, UNDP provided support for the acquisition of kits to test the sensitivity of the malaria vector to insecticides, for the introduction of a new molecule for

indoor residual spraying, and for the implementation of a new disease alert system.²⁷

Concerning the fight against tuberculosis, the programme grant increased between 2012 to 2014, and all the activities of the ‘Strengthening the fight against the tuberculosis epidemic’ project were implemented. In terms of diagnosis, the project provided support for updating of the laboratory manual, training laboratory technicians, sending samples for the diagnosis of multi-resistant tuberculosis and slides for quality control by the Centre Pasteur in Cameroon and organization of training workshops with this centre as well as the preparation of a manual for in-country quality control. The project also provided equipment, consumables and inputs for laboratories. Many awareness-raising sessions were conducted in a number of communities, notably in churches and schools.²⁸

Contribution to the implementation of the development policies and strategies of the Government and the local authorities. UNDP provided support for the preparation of the SNRP-II (2012-2016) and the PAP for 2013-2016. It also provided support for the preparation and organization, in July 2013, of a meeting of development partners on the 2013-2016 PAP. It provided support to São Tomé and Príncipe in preparing its contribution to the Post-2015 Development Agenda, and also facilitated other activities such as the publication of the 3rd National Report on the MDGs and national consultations in 2013 and 2014 on national aspirations within the context of the country’s contribution to the post-2015 Development Agenda. These led to the preparation of the document about São Tomé and Príncipe in 2030, entitled “Vision São Tomé and Príncipe 2030: The country we need to build”, and organization of the first Forum of Economists, chaired by the President of the Republic.

²⁶ UNDP São Tomé and Príncipe, *Évaluation à mi-parcours du portefeuille Atteinte des OMD– Country Programme Global Fund 2012-2016*

²⁷ Ibid.

²⁸ UNDP São Tomé and Príncipe, *Évaluation à mi-parcours du portefeuille Atteinte des OMD– Country Programme Global Fund 2012-2016*.

Contribution to fighting income poverty. The programme implemented the ‘Local Governance and Poverty Reduction’ project in the Caué District. The project beneficiaries, mainly women, received microcredit to finance income-generating activities in transforming the products of agriculture and fishing as well as pig and poultry breeding. However, these efforts produced mixed results. There were some individual activities, such as a project that implemented a support system for small scale coffee growers, at Monte Café. In general, UNDP’s contribution in terms of fighting income poverty was minimal. This will be discussed in detail in the section on effectiveness.

4.2.3. Effectiveness of UNDP’s contribution to the expected outcomes

There is no doubt that the overall effectiveness of the Programme with regards to strengthening the health system in general and improving access to basic social services has been considerable. The projects to combat endemic diseases have been highly effective. Concerning the fight against malaria, the efforts of UNDP and other partners have succeeded in reducing the number of cases, which fell from 12,000 in 2012 to 9,000 in 2013, and fewer than 2,000 in 2014. The island of Príncipe is in the pre-elimination phase while São Tomé is in the control phase with low transmission rates. There were no reported deaths from malaria in the country in 2014. With regard to HIV/AIDS, there was significant progress in terms of reducing the AIDS prevalence rate, which fell from 1.1 per cent to 0.5 per cent between 2008 and 2014.²⁹ Concerning tuberculosis, detection was improved as a result of better precision in laboratory techniques, with a fall in morbidity and mortality rates. However, the Programme’s

effectiveness has been weak with respect to access by the population to productive resources with the aim of reducing the vulnerability of populations. This is a result of the Global Fund’s financing model, which is focused on three endemic diseases and did not allow the Programme to address other underlying questions of poverty linked to livelihoods.

In general, UNDP has effectively contributed to reducing suffering caused by endemic diseases and to strengthening basic health services throughout the country. This ADR is of the opinion that the projects to combat endemic diseases have been very effective initiatives in the country. The programme made efforts to adopt best practices and make best use of the capacities of its team of specialists to provide support to its national partners. With projects financed by the Global Fund, this thematic area is by far the one that has been scaled up the most successfully; it is effective at the macro level (institutional capacity building) through to the local community level. The most vulnerable populations make more use of the decentralized basic social services due to the Programme’s integrated interventions approach, providing equipment for health centres, medicines, prevention and diagnosis products, vector control, training of health care professionals and paraprofessionals, awareness raising and public education, etc. The Programme succeeded in focusing its attention on the three endemic diseases and on strengthening the capacity of health services as a priority objective. In doing so, UNDP has contributed to reducing the suffering of the population as well as strengthening basic health services throughout the country. The Programme also demonstrated pragmatism, concentrating efforts in an area where there was an opportunity for UNDP to make a difference for the well-being of the people of São Tomé and Príncipe. The results for the three diseases are impressive but it should be noted that UNDP cannot take exclusive credit for them, given that there are

²⁹ *Resultados dos Biomarcadores do Inquérito de Indicadores Múltiplos (MICS) São Tomé e Príncipe 2014.*

other players working in the sector with the same operational partner, the National Centre for Endemic Diseases. This is described in detail below.

For HIV/AIDS, significant progress was made in reducing the AIDS prevalence rate. The risk of transmission of HIV and sexually transmitted diseases (STD) was reduced as a result of the creation of suitable prevention services at the level of all the health districts. The quality of life of people living with HIV/AIDS (PLHIV) has been improved, notably through the medical care provided for the infection. Mortality from AIDS and the number of cases of opportunist infection has been greatly reduced. The social and economic impact of HIV on PLHIV has been greatly reduced. Stigmatization and discrimination represent less of an obstacle to access to clinical and prevention services. During field visits in São Tomé and in Príncipe, the evaluation team held interviews with a number of Programme beneficiaries, who described how much their quality of life had improved due to the medical care they were receiving. They described how they no longer felt stigmatised for being HIV-positive. The health system in São Tomé and Príncipe was strengthened through cascade training of health officers working in the fight against HIV/AIDS and STDs. Ownership of this fight in the various sectors, as well as the variety of stakeholders involved (police, hotel sector, INPG) has been improved. The production, use and management of strategic information in the fight against HIV/AIDS and STDs have also been improved.³⁰ In addition to activities relating to the health aspect, there are also income-generating activities seeking to reduce the economic vulnerability of PLHIV, and young women involved in the transactional sex industry. The Global Fund evaluates the performance of each of its grants every six months. The performance of the grant for the

³⁰ UNDP São Tomé and Príncipe, Mid-term review of the Achieving the MDGs portfolio – Country Programme Global Fund 2012-2016

‘Strengthening the response to the HIV/AIDS epidemic with regards to vulnerable groups and the most at-risk populations of São Tomé and Príncipe’ project was judged to be ‘adequate’ (B1) by the Fund at the end of 2014.³¹

Concerning the fight against malaria, the actions of UNDP and other development partners in this area have produced impressive results across the entire country, with the number of reported cases falling from 12,000 in 2012, to 9,000 in 2013 and less than 2,000 in 2014.³² The island of Príncipe is in the pre-elimination phase, and São Tomé is in a control phase with very limited transmission. No deaths from malaria were reported in the country in 2014. For these results, the country received the African Leaders Malaria Alliance Award for Excellence in 2014 for the second consecutive year. The Mid-Term Review of the National Malaria Strategic Plan (2012-2016), published in December 2014, also notes the positive changes in the fight against malaria. It shows that by 30 November 2014, there had been no cases of deaths from malaria (compared with 19 in 2011); 1,660 confirmed cases (compared with 6,505 in 2011); and 392 cases of hospital admission for malaria (compared with 1,825 in 2011).³³ These positive changes are accompanied by equitable access for men and women to vector control, detection, diagnosis and treatment services. In addition, there are strategies to reduce the specific vulnerability of women to malaria (targeted distribution of mosquito nets, etc.). The performance of the grant for the ‘Consolidating efforts towards the elimination of the malaria

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<http://portfolio.theglobalfund.org/en/Grant/Index/ST-P-011-G05-H>

³² UNDP São Tomé and Príncipe, Mid-term review of the Achieving the MDGs portfolio – Country Programme Global Fund 2012-2016

³³ Mid-term review of the National Anti-Malaria Programme 2012-2016.

epidemic' project was assessed as "adequate" (B1) by the Global Fund at the end of 2014.³⁴

With regard to tuberculosis, testing has become more widespread as a result of the decentralization of laboratory services to the district level. Morbidity and mortality have fallen as a result of the availability of treatments, including those for multi-resistant tuberculosis. The national anti-tuberculosis programme was strengthened, notably in terms of leadership and motivation of human resources, and was provided with more equipment. One programme activity involved training community health officers (CHO) in managing cases of tuberculosis in the community. Their involvement allowed the Directly Observed Treatment, Short Course (DOTS) strategy to be extended to more cases, and resulted in an improved rate of therapeutic success. Consequently, by the end of 2014, nearly 90 per cent of cases of tuberculosis were treated with the DOT strategy. The performance of the grant for the project '*Strengthening the response to the tuberculosis epidemic*' was assessed as "meeting expectations" (A2) by the Global Fund at the end of 2014.³⁵

It should be noted that all of these successes are the result of synergies between the contributions of UNDP and those of other partners. In the fight against HIV/AIDS, there were synergies with UNFPA which had a project with the Health Ministry focused on service provision, including for the fight against HIV/AIDS, and a project on behaviour change with the Ministry of Education and the Youth Institute (extra-curricular). There were also synergies with UNICEF which focused on upstream cooperation work to support the Government in its work on policy, legislation and staff training, with WHO which provided institutional support

³⁴ The Global Fund. Grant Portfolio. <http://portfolio.theglobalfund.org/en/Grant/Index/STP-M-UNDP>

³⁵ *ibid.* <http://portfolio.theglobalfund.org/en/Grant/Index/STP-809-G04-T>

to the country to strengthen the leadership of the Health Ministry in the area of health care, and also supported the area of strategic orientations in relation to the fight against HIV/AIDS, malaria and tuberculosis. In this fight against these endemic diseases, there were also synergies with Brazil and Portugal, notably in terms of sharing responsibility in the supply of antiretroviral and tuberculosis medication for first and second line treatments. In addition, the National Center for Endemic Diseases (CNE), which coordinates the Government's efforts in the fight against endemic diseases, works with a range of partners (UNDP/Global Fund, UNFPA, WHO, World Bank, GAVI, Portugal, Brazil, Taiwan mission, etc.).

A number of factors contributed to the results achieved in the fight against malaria, tuberculosis and HIV/AIDS. One of the key factors in this effectiveness is the guaranteed source of strategic financing from the Global Fund, which has increased over time. If this had not been the case, these results in the fight against endemic diseases in São Tomé and Príncipe would not have been achieved.

The second factor is the development of varied partnerships with government departments, national NGOs and international structures for the implementation of activities. In the fight against malaria, the national partners include the National Anti-Malaria Programme (PNLP) from the National Centre for Endemic Diseases, the National Programme for Reproductive Health, the National Centre for Health Education, the Higher Institute of Sciences and the National Drug Fund. In addition, NGO Zatona-Adil has played an important role in awareness-raising, communication and vector control. In the fight against HIV/AIDS, the main government partner is the National Anti-Aids Programme (PNLS) from the National Centre for Endemic Diseases; the other partners are the National Institute for Gender Promotion, the Higher Institute of Sciences, the National Drug Fund, the Red Cross, Alisei and Step-Up. In the fight against tuberculosis, the main government partner is the

National Centre for Endemic Diseases with its National Anti-Tuberculosis Programme (PNLT); the other partners are the National Institute for Social Security, the National Drug Fund, the Higher Institute of Sciences, and the Zatoná-Adil. The central hospital, Aires de Menezes, and its laboratory, as well as the health centres of the districts (and their laboratories) are also implementing partners for the projects relating to these three diseases. All of UNDP's partners recognize the importance of working with a long-term, neutral and competent partner for the rights and empowerment of the most disadvantaged. However, UNDP has developed implementation partnerships only with civil society organizations; there is no example of a strategic partnership.

The third factor is the synergies created with other United Nations Agencies such as the WHO, UNICEF and UNFPA, since they also work with the same national partners. However, these synergies are not strong because joint initiatives are uncommon.

Fourth, the underlying hypotheses identified in the ToC (Figure 10) have mostly been realized. Concerning the enabling environment, there is good inter-institutional coordination as well as macro-meso-micro coordination to provide basic social services, and normative frameworks have been adopted. The actions identified as levers have been achieved adequately by the Programme.

The effectiveness of the Programme with regard to improving access by the population to productive resources has been weak, notably for young people and women, who do not have greater access to productive resources in order to reduce their vulnerability. The interventions supported by UNDP have undoubtedly helped to reduce non-monetary vulnerability through improved access to basic social services, notably in relation to the fight against malaria, tuberculosis and HIV/AIDS. However, reducing vulnerability requires an integrated approach that addresses

all the dimensions of poverty by improving access to productive resources. The Global Fund's financing model, which is focused on three endemic diseases, did not allow the Programme to also address other underlying questions of poverty linked to livelihoods. In addition to the income-generating activities financed by the Global Fund, UNDP also financed some actions to combat income poverty, as mentioned in the previous section (the project in Caué). The evaluation team visited the project sites and talked to the beneficiaries, male and female. Its conclusion is that the project had no impact at the micro, the meso level nor at the national level in terms of incorporating the experiences learned to the government's development policies. One key reason for this poor result is that UNDP did not plan to develop the project management capacities of the Caué local authority from the design stage of the project. Due to this failure, it was not possible to retain trained staff in the region, nor to complete the work on the abattoirs, which was abandoned. UNDP and the Government have not identified the many lessons that can be drawn from this experience.

UNDP's work in this area contributed to a variable extent to UNDP's global vision for reducing poverty, inequality and exclusion. Projects on the fight against diseases benefitted the most vulnerable populations. Awareness-raising campaigns and other activities contributed to reducing stigmatization and discrimination. The economic dimension of vulnerability was taken into account within the Global Fund projects through income-generating activities targeting sex workers and PLHIV. However, UNDP's contribution to poverty reduction at the community level was not significant. The project in Caué, which aimed to reduce poverty in this district, had a minimal impact, as explained above. UNDP's contribution is most tangible at the macro level, with support for finalization of the poverty profile, the development of strategies and a vision for the country.

Men and women have equal access to the basic social services supported by UNDP as part of the fight against the three endemic diseases. With respect to the other thematic areas of the Country Programme, there is no specific gender equality strategy in the thematic area of poverty reduction and achieving the MDGs. And yet, interventions in this area have not been weak in terms of gender equality and female empowerment. However, equity remained focused on participation and did not analyse the obstacles to gender equality in order to provide solutions. In terms of female empowerment, the evaluation identified interesting experiences in the context of activities targeting former sex workers. The evaluation team listened to the very positive testimonies of young women who had received support from the UNDP Programme to take training courses allowing them to participate in income-generating activities such as in hairdressing salons or sewing workshops.

4.2.4. Quality of the contribution

4.2.4.1. Relevance

On the whole, UNDP's interventions are aligned with the country's strategies, the needs of beneficiaries, the MDGs and the UNDP Strategic Plan. Support for its partners corresponded to needs in terms of strengthening institutional capacities and applying/improving normative frameworks. The design and the approach to combating the three endemic diseases was in line with best practices, notably the recommendations of WHO. However, despite the relevance of the fight against the three diseases, UNDP's programme was insufficiently focused on poverty reduction.

On the whole, UNDP's interventions were adapted to the country's strategies, the needs of beneficiaries and the institutions to which support was provided. In particular, they took into account the priorities of the country as outlined in the SNRP. More specifically, this thematic area contributed to the implementation

of three priority pillars of the SNRP II (Pillar 2: Accelerated and distributive growth; Pillar 3: Creation of opportunities for increasing and diversifying income for the poorest; and Pillar 4: Development of human resources and access to basic social services).

On the whole, interventions in this area were also relevant to the MDGs. They corresponded in particular to MDG 1 (Poverty reduction) and MDG 6 (Fight against HIV/AIDS, malaria and other diseases). They were relevant to the UNDP Strategic Plan for 2014-2017, where two of the three key areas of work are adopting sustainable development pathways and strengthening resilience (UNDP. n.d.)

The institutional support provided to health services in the fight against malaria, tuberculosis and HIV/AIDS was relevant. UNPD support for its partners corresponded to needs in terms of strengthening institutional capacities and applying/improving normative frameworks.

However, it should be noted that the strong relevance of the programme is undermined in practice by dependency on a single source of financing for the fight against endemic diseases, the Global Fund. It is further weakened by the lack of an approach integrating a reduction in non-income and income poverty. The Programme's general objective is focused more on eliminating the three endemic diseases rather than directly addressing poverty, although there is clearly a link between them. There is an underlying assumption that if people are in better health, they can be more productive and thus reduce their poverty.

4.2.4.2. Efficiency

The Programme experienced certain problems relating to internal management and administrative and risk management processes, but the situation improved within acceptable timeframes. However, there were recurring problems with late release of funds from the Global Fund. In terms of programme efficiency, it successfully

supported the strengthening of links between interventions at the level of the central administration and the downstream health centres. UNDP's partnership with NGOs and community health agents in working at the community level, also contributed to the Programme's efficiency.

The UNDP programme in this area was generally efficient, but there is room for improvement. In terms of efficient management, the audit carried out by the UNDP Office of Audit and Investigations (OAI) in 2012 found that UNDP management of the grants from the Global Fund was “partially satisfactory”, which means that the internal checks, administrative processes and risk management were generally in place and operating but that they needed to be improved. Problems identified included delays in preparing a capacity-building plan, transfers of funds without the approval of the Global Fund, delays in implementing special conditions, unsatisfactory reports from sub-recipients and poorly-documented field visits, failure to carry out quality control checks on medicines, poor storage conditions, and delays in production of reports and disbursements.

The Programme took the observations of this audit report into account, and the UNDP team in charge of projects financed by the Global Fund, which has good implementation capacity, has already resolved these problems. However, the Programme experienced recurring problems with late release of funds from the Global Fund. When this occurs, it can result in delays in acquiring insecticides against malaria, for example, or products to combat AIDS; there were problems with delivery times, when certain products arrive in stock with a very short expiry date. In 2011-2012, to resolve these problem, which are experienced by all countries receiving grants from the Fund, it introduced a decision-making mechanism for annual payments. In the case of São Tomé and Príncipe, the implementation of this new mechanism still needs to be improved and systematized.

In terms of programme efficiency, the Programme successfully supported the strengthening of links between interventions at the level of the central administration and the downstream health centres. It not only provided capacity-building support for the National Center for Endemic Diseases (CNE) and its structures (PNLP, PNLS, PNLT), as well as capacity building of other technical structures at national level, but also it contributed to improving capacity in local health centres and training health professionals and paraprofessionals. This resulted in strong synergies between the efforts of the PNL, PNLS, PNLT, and the local health centres to fight against the three endemic diseases, and a reduction of costs as the health centres are close to the beneficiaries. UNDP's partnership with NGOs and community health agents in their work at the community level also contributed to the efficiency of Programme.

4.2.4.3. Sustainability

Sustainability is guaranteed by the strong ownership of results by government structures. A number of national technical structures, including the PNLS, PNLT, PNL, the National Drug Fund, the Higher Institute of Health Sciences, the National Institute for Gender Promotion, the National Centre for Health Education and the National Programme for Reproductive Health all demonstrate strong ownership of the results achieved with UNDP support. The unknown factor remains the provision of adequate financial resources to continue to provide social services without interruption. With regards to activities to reduce income poverty at community level, sustainability is minimal.

In their design, interventions are aligned with national priorities, which is an important factor in sustainability. The results achieved should therefore be sustainable insofar as they are aligned with national policies and strategies. For projects that are not financed by the Global Fund, sustainability is guaranteed by having

been integrated into the national structures that implemented them, where they support national policies. For example, this is the case of the project entitled ‘Support for the medium and long-term planning mechanism’. In the *Support for the 7th CPD 2012-2016* and the *Support for the medium- and long-term planning mechanism* projects, sustainability is implicitly guaranteed by the discussion and planning process they support.

Another factor that ensures the sustainability and effective ownership of the results by the state institutions is the strategic support that UNDP has provided to the CNE, which is in charge of applying the national strategies to combat endemic diseases, and mobilizing the relevant national stakeholders and São Tomé and Príncipe’s international partners. A number of national technical structures, including the PNLs, PNLT, PNLP, the National Drug Fund, the Higher Institute of Health Sciences, the National Institute for Gender Promotion, the National Centre for Health Education and the National Programme for Reproductive Health all demonstrate strong ownership of the results achieved with UNDP support. The unknown factor remains the provision of adequate financial resources to continue to provide basic social services to the populations in the country without interruption, should the grants from the Global Fund and other partners of São Tomé and Príncipe no longer be sufficient. The new strategy of the Global Fund, which requires countries to include in the national health budget a national financial contribution of 20 per cent of the total amount of grants awarded, is in itself a factor of sustainability.³⁶ With regards to activities to reduce income poverty at community level, the sustainability is minimal.

4.3. ENVIRONMENT AND SUSTAINABLE DEVELOPMENT

The following outcomes were classified in the thematic area of environment and sustainable development and are examined in this section:

- By 2016, the Government, the districts and the populations have adopted techniques and behaviours conducive to a sustainable environment and ensure better prevention and management of risks and natural disasters (2012-2016 programme cycle)
- The entire population has access to clean water and sanitation services and the environment is protected (2007-2011 programme cycle).

³⁶ UNDP São Tomé and Príncipe, Mid-term Review of the Achieving the MDGs portfolio – Country Programme Global Fund 2012-2016

Table 5. Environment and Sustainable development: outcomes, outputs, projects, budgets and expenditures

Expected outcomes	Expected outputs	Number of projects*	Total budget 2007-2014	Total expenditures 2007-2014
By 2016, the Government, the districts and the populations have adopted techniques and behaviours conducive to a sustainable environment and ensure better prevention and management of risks and natural disasters (2012-2016).	(1) Key institutions and departments use techniques for adapting to climate change and managing risks and natural disasters. (2) Populations in the most vulnerable zones use alternative construction techniques with renewable energies. (3) The Government and communities put in place a system of protection and sustainable management of the environment and the risk of disasters.	4	7 063 136	4 572 483
The entire population has access to clean water and sanitation services and the environment is protected (2007-2011)	(1) A larger proportion of the population is involved in environmental protection and benefits from support for substitution activities. (2) Strategic national action plans are drawn up and disseminated in order to implement the Rio Convention. (3) National institutions in charge of environmental management are strengthened as part of the implementation of the National Sustainable Development Plan.	9	1 070 657	941 429
Total		13	8 133 793	

Source: UNDP São Tomé and Príncipe – Country Programme documents for 2007-2011 and 2012-2016; UNDP Atlas (consulted in May 2015). Note: *To avoid counting projects twice, any projects that span two programme cycles are accounted for once in the current cycle and the budgets and spending of these projects is reported in the current cycle.

4.3.1. UNDP intervention strategies

Table 5 describes the outcomes, expected outputs, number of projects, total budget and expenditures for 2007-2014. Over the two programme cycles covered by the ADR, UNDP support for São Tomé and Príncipe in the area of environment and sustainable development is strongly characterized by the country's increased awareness of the effects of climate change on its island nation context. The following strategic actions have been identified in the area of the environment:³⁷

- Integrate sustainable environmental management, climate change and disaster risk management (DRM) into national development strategies and plans and development projects;
- Draw up a sustainability framework for the environment: foster the adoption of

key policies and legal commitments to the adoption of adaptation and mitigation strategies such as sustainable land management, adoption of a new energy policy and promotion of a pro-development environment;

- Coordinate the institutionalization of questions relating to environmental and climate changes: build capacity in all sectors, notably energy, agriculture and forests, environment, water and sanitation in order to manage and coordinate actions for change at the environment and climate level;
- Strengthen the natural disaster response system and risk management system.

A ToC of the area was developed and validated with experts in charge of the implementation of these projects, as shown in Figure 11. According to the ToC, in order to contribute to the sustainable development of the country, three intermediate results must be achieved, in

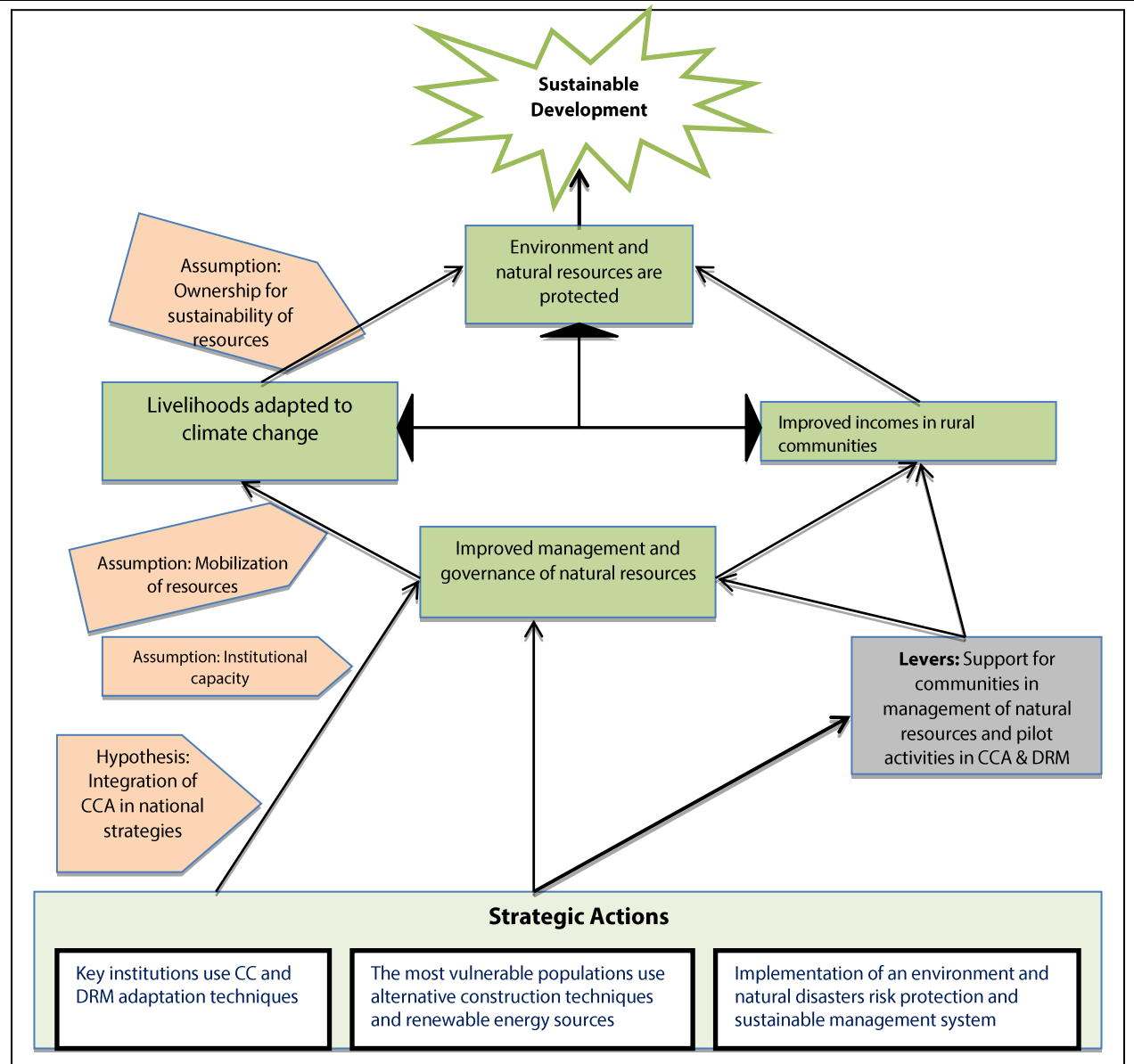
³⁷ UNDP, Draft Country Programme Document for São Tomé and Príncipe (2012-2016).

addition to the assumptions and levers: (i) improved management and governance of natural resources; (ii) livelihoods adapted to climate change; and (iii) income of rural communities improved in an environmentally respectful manner. Also according to the ToC, through these sets of strategic actions, it is possible to achieve the outcome of “*Improved environmental protection, management and governance of natural resources*”.

The ToC in Figure 11 illustrates UNDP’s perspectives and intentions in terms of what is

actually being done to achieve the expected results. Based on the ToC, the ADR examined whether there was divergence between the UNDP’s perspectives and intentions, and the content of the CPD, as well as to what extent the expected outcomes have been achieved. It found no major divergences, except for the lack of any significant interventions focused on access to sanitation services, which are part of an outcome of the 2007-2011 programme cycle.

Figure 11. Environment and sustainable development – reconstructed theory of change



Note: CC=climate change; DRM=Disaster Risk Management.

4.3.2. UNDP's main contributions

UNDP assistance allowed the Directorate General for the Environment to develop strategic and operational competencies in environmental management and implementation of the international instruments to which the country is party. At the macro level, UNDP supported the Government to strengthen long-term

planning mechanisms, update the national disaster response strategy and produce a climate change manual. It also contributed to the integration of climate change challenges in the SNRP II, and the creation of the National Council for Preparedness and Response to Disasters. In the district of Lobata, at the meso level, it implemented a pilot project to build five ecological houses,

and at the micro level another pilot project supporting local communities. Compared to the macro level, these achievements at the meso and micro levels are still modest. They are also modest in relation to the expected outcomes.

UNDP support in the area of the Environment was focused on building institutional capacity at the macro level to facilitate the use of Climate Change Adaptation and Disaster Risk Management techniques. UNDP assistance allowed the Directorate General for the Environment to develop strategic and operational competencies in environmental management and in the implementation of the international instruments to which the country is party. This capacity building was achieved through the funding of training workshops and study visits, as well as the provision of national and international consultants. UNDP support made it possible to finalize the 3rd and 4th National Biodiversity Reports, the National Capacity Self-Assessment report, and provided the Recycling Centre within the São Tomé Polytechnical Institute with equipment as part of the implementation of the Montreal Protocol. UNDP notably provided support for the finalization of the Second National Communication on Climate Changes published in 2014, the preparation of which was funded by the GEF. This report identifies areas of environmental vulnerability and improves the preparation of strategies and measures to reduce greenhouse gas emissions. It contributes to the integration of climate change and natural disaster risk management issues into the national sustainable development policies. As part of the Africa Adaptation Programme for Climate Change, which ended in 2013, UNDP provided support to the Government to strengthen the long-term planning mechanisms, update the national disaster response strategy and produce a climate change manual. Institutional capacities were strengthened, notably by the creation of the Centre for Environmental Observation.

Since 2010, UNDP has undertaken pilot projects in the area of environment and sustainable development, at the meso and micro level, with the aim of encouraging the most vulnerable populations to use alternative construction techniques and renewable energy sources. As part of the Africa Adaptation Programme for Climate Change, UNDP conducted a pilot project to build ecological houses close to the centre of Lobata. In total, five pilot houses were built using local materials, with the aim of finding alternatives to wooden constructions in order to protect the forest. Two other projects financed by the GEF, namely ‘Climate Change Adaptation in Rural Areas – Building the capacities of rural communities in the districts of Caué, Cantagalo, Me-Zochi, Lemba, Lobata and the Autonomous Region of Príncipe in climate resilience options in rural environments’ and ‘Promotion of environmental sustainability and climate resilience based on hydropower through an integrated approach incorporating renewable power, land degradation and sustainable forest management in São Tomé and Príncipe’ are currently being launched and will include activities for vulnerable communities. Compared to the macro level, these achievements at the meso and micro levels are still modest.

In terms of providing support to the Government and communities to put in place a system of protection and sustainable management of the environment and the risk of disasters, UNDP interventions occurred at the macro, meso and micro level. At the macro level, UNDP contributed to the integration of climate change challenges in the SNRP II, and the creation of the National Council for Preparedness and Response to Disasters (CONPREC),³⁸ which strengthened inter-

³⁸ This is a high-level council composed of representatives of institutions such as the Ministries for External Trade and Communities, Health, Work, Solidarity and Family, the Armed Forces, the National Police, the Disaster Protection Services, the Regulatory Authority, the National Meteorological

institutional work at the government level, and the adoption of the National Contingency Plan and the National Strategy on Natural Disaster Response. It also provided support for technical capacity building for the country in the area of natural disaster risk management and climate change, by creating the Centre for Environmental Observation equipped with a Geographic Information System (GIS) and by training 12 technicians in the use of GIS. Activities such as the creation of an early warning system and natural disaster management systems have been launched. At the meso level, one of the Programme's key results was to boost the involvement of local authorities in natural disaster risk management activities, which could contribute to the reduction of income poverty in rural areas. At the same time, as it continued and intensified support at the macro level, UNDP increased its support for forming links between policy at the macro level and pilot initiatives for small-scale farmers at the micro level. In the district of Lobata, it carried out works to pipe water for use in horticultural gardens. This offered an alternative occupation to people involved in charcoal production in the forest. However, results at the micro level are mixed.

4.3.3. Effectiveness of UNDP's contribution to the expected outcomes

UNDP's efforts provided effective support to São Tomé and Príncipe for the integration of sustainable environmental management and climate change and DRM into national development strategies and plans. The environmental dimension is taken into account in the community support package, notably in community water management and DRM. UNDP support also helped clarify procedures for inter-institutional

coordination for DRM as well as for issues relating to the environment and climate change. However, the Programme has not provided support to its national partners in developing an approach to establish links between the macro, meso and micro levels.

UNDP support at the strategic level was effective, but the Government is today facing a challenge to implement the national plans at the meso and micro levels. Details on capacity-building activities and the preparation of reports and strategies, etc. were mentioned in the previous section. Interviews with national partners in this area clearly indicated that there is a positive appreciation of the capacity-building support provided by UNDP to the country. The adoption of the National Contingency Plan and the National Strategy for Preparedness and Response to Natural Disasters is a major achievement.

In terms of strategy implementation, the environmental dimension is taken into account in the community support package, notably in community water management and DRM. However, there are still no interventions that include an integrated natural resource management approach. The result of the pilot projects conducted with the communities in Lobata demonstrate that there is scope for UNDP to broaden the poverty reduction paradigm and support large-scale job creation and income-generating activities.

The programme has not yet developed with its national partners an approach for developing links between strategies at the national level and downstream implementation in the field. Currently, UNDP's experience in environment and sustainable development projects in the field is still limited. The evaluation team visited one of the first pilot projects, which consisted of a number of ecological houses and which raises issues for further discussion. With these houses, the programme demonstrated how to use local materials in constructions as an alternative to wood. One of the messages that the authority in

Institute, the Directorate General for the Environment, the STP Red Cross, and the representative of the Minister Secretary to the Government.

<http://faolex.fao.org/docs/pdf/sao121605.pdf>

charge of the environment and UNDP wanted to pass on to those in charge of natural resources is the importance of reducing the use of wood in constructions. Wood is a renewable resource and has the potential to store carbon, and thus contribute to mitigate climate change.³⁹ Wood is an important asset in the agro-forests of São Tomé and Príncipe, and a source of income that requires a more lucrative market than simply being used for construction.

In general, the results in the thematic area of climate change adaptation at the community level are weak. However, it should be noted that current evidence shows a satisfactory trend in the attention paid to implementation at meso and micro levels, and in the encouragement of the participation of district authorities.

UNDP support was effective in clarifying procedures for inter-institutional coordination for DRM as well as for questions relating to the environment and climate change. A noteworthy strategic result is the creation of the CONPREC by Decree-law No. 17/2011. The existence of such a high-level body allows the Government to ensure good inter-institutional coordination of the challenges of DRM. UNDP support enabled the implementation of legal and institutional frameworks for managing environment-related questions, training staff to better address climate change issues, and creating a platform for discussion and sharing information. An environmental observation centre offering easy access to reference documents and studies was created, and the National Contingency Plan and National Strategy on Preparedness and Response to Natural Disasters were drafted and their implementation entrusted to CONPREC.

UNDP's work in this area contributed to a variable extent to UNDP's global vision for reducing poverty, inequality and exclusion.

³⁹ See Commission of the European Communities <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2003:0572:FIN:EN:PDF>

The environment is the bedrock of human development and environmental issues and the vulnerability of populations to natural risks must be taken into account to achieve sustainable development. Due to nature of the livelihoods of the poor and the excluded, they are the most vulnerable to climate change and natural disasters. UNDP support at the macro level for the integration of sustainable environmental management, climate change and disaster risk management into national development strategies and plans and development projects aims to benefit the poor and the excluded. However, as mentioned above, at the micro level, due to the lack of a critical mass of interventions, there is no significant impact on environmental protection, poverty reduction and sustainable development. The situation will change with the increased presence of the theme of renewable energies, which will strengthen the coherence and enrich the content of the thematic area of environment and sustainable development, and consequently will strengthen the logic of change. The Energy for All approach being developed aims to provide a solution to the power shortage in the capital and certain towns. The use of an abundant natural resource (water) within a broader vision of the role of renewable energies to improve community income and involving the private sector, will allow UNDP to contribute to the social cohesion of the country. The reduction of income poverty is generally considered an important factor in the good management of the social and political diversity of the country, which is facing challenges to strengthen national cohesion. UNDP intends to use the GEF funds to finance clean energy and promote economic growth. The GEF project will support communities in the management of small scale hydropower plants and to sign power sales agreements with operators in the private sector. Innovative guarantee fund mechanisms to be developed in this context will allow national operators to access bank lending.

Although there have been activities producing positive results, as a general rule, there has been little attention paid to the issues of gender equality and women's empowerment. As part of the Africa Adaptation Programme for Climate Change, the Programme provided support for the organization of a gender workshop for national plans and strategies. As a result of this workshop, the gender aspect was taken into account in the National Climate Change Adaptation Strategy. In addition, the project design took the gender dimension into account with respect to the issues of water, agriculture and reduction of wood use. Women benefitted from activities supported by the project, such as piping water to the village, which reduces the time spent fetching it for domestic use. Women also benefitted from the support the project gave to a cooperative in Praia das Conchas (Lobata District), but the evaluation noted that their contribution to decision-making of the cooperative is minimal.

In general, the programme did not implement any project focused on women's empowerment and did not integrate the Gender aspect as a key component of projects. As was the case in other areas, and as illustrated by the above-mentioned example of the cooperative of Praia das Conchas, gender equity remains centred solely on participation, and an analysis has yet to begin of the obstacles to gender equality, with the aim of providing solutions. This is also illustrated by project, 'Strengthening the capacities of rural communities for climate-resilient livelihoods in the districts of Caué, Me-Zochi, Príncipe, Lemba, Cantagalo and Lobata in São Tomé and Príncipe'. The project document included measures for adapting agriculture while taking gender into account. However, it did not include a stand-alone gender component and did not provide corresponding indicators.

4.3.4. Quality of the contribution

4.3.4.1. Relevance

UNDP interventions in this area are relevant to national priorities, the MDGs, the needs of

communities and UNDP strategies. They have the potential to bring the Country Programme closer to the most vulnerable groups. However, the relevance is tempered by a structural dependence on a single source of funding and a lack of activity at the meso and micro levels. The Programme has not sufficiently clarified the participation of local authorities with regards to their responsibility in the implementation of projects as project owners.

For the two programme cycles, UNDP interventions in the area of the environment and sustainable development are aligned with national priorities in the respective areas of the SNRP. In general, these interventions are adapted to the needs of the country, the partner institutions and the target communities. The DRM activities and capacity building of target communities in this area have the potential to bring the Country Programme closer to the most vulnerable and disadvantaged groups. These are relevant activities that also interest the local authorities because they can contribute to the reduction of rural poverty. However, even if the meso (district) level is an important level of structuration for development and territorial stakeholders, there has not been sufficient clarification of the participation of local authorities with regard to their responsibility in the implementation of projects as project owners.

The Programme is in line with the MDGs as it particularly addresses MDG 1 (Reduction of Poverty) and MDG 7 (Ensure environmental sustainability). It is aligned with the UNDAF, and although the CPD was finalized in 2011, actions implemented as part of this thematic area are in line with two of the three substantive areas of work in the UNDP Strategic Plan for 2014-2017, namely "adopting sustainable development pathways" and "building resilience". The activities carried out in this thematic area respect best practices in the various areas of intervention.

However, the evaluation noted that although the programme's relevance is strong with regard to the benchmarks used, it is tempered by a structural dependence on the GEF as the major source of funding. The positive aspect of this dependency is that it encourages concentration and a more in-depth approach to the themes. It is also undermined by the fact that the programme cannot provide adequate support to the upstream policy-making process without also providing a satisfactory response to the constraints to service-providing capacity at the meso and micro level.

4.3.4.2. Efficiency

The efficiency of the UNDP programme is variable in the thematic area of the environment and sustainable development. No resource management issues were mentioned to the evaluation team in the interviews nor in the documents to which it had access. In terms of programme efficiency, Programme implementation of strategic actions with government partners was efficient, notably through the support for the creation of CONPREC and the adoption of the National Contingency Plan and the National Strategy on Preparedness and Response to Natural Disasters. The efficiency has been undermined by two factors: under-investment in projects or project components for women's empowerment; and the construction of five pilot ecological houses in Lobata, using the same model and for the same demonstration purpose, where a single house would have sufficed.

In terms of management efficiency, the project resources were used in a rational manner. The Mid-Term Review of the environment and sustainable development portfolio of the 2012-2016 country programme, conducted at the end of 2014, noted the presence of certain constraints, such as delays in the signing off of work plans, poor M&E of the projects in the portfolio and UNDP procedures considered to be

cumbersome by the implementing partners.⁴⁰ The programme is in the process of addressing these observations.

In terms of programme efficiency, the evaluation sought to analyse how, with the resources used, the Programme had maximized UNDP's contribution to achieving the respective outcomes of the 2007-2011 and 2012-2016 CPDs in the area of environment and sustainable development. The Programme was efficient in the implementation of strategic actions with government partners. The fact that efforts were concentrated on a small number of large projects is also a sign of efficiency. This efficiency was demonstrated notably by the successful support for the creation of CONPREC and the adoption of the National Contingency Plan and the National Strategy on Preparedness and Response to Natural Disasters. Another factor of efficiency is the capacity of the Programme to mobilize funds for actions relating to the global environment. The growth in budget is correlated with the increase in efficiency, as the Country Office applies the principle of direct costing for contribution margins, so that the projects can finance certain salaries. Nevertheless, there are a number of other aspects where its programme implementation approach was not efficient. For example, the Programme does not adequately facilitate micro-macro links between the national level and the field level. Failure to invest sufficiently in projects or project components focused on women's empowerment does not allow multiplier effects to be achieved when there is a potential for natural resources enhancement. The construction of five pilot ecological houses in Lobata, using the same model and for the same demonstration purpose, where a single house would have sufficed, is also an example of inefficiency.

4.3.4.3. Sustainability

⁴⁰ UNDP São Tomé and Príncipe, Évaluation à mi-parcours du portefeuille Gouvernance démocratique du programme de pays, 2012-2016.

At the national level, the Programme supported the adoption of strategies that have had promising impacts with regard to sustainability. These included the adoption of the National Contingency Plan and the National Strategy on Preparedness and Response to Natural Disasters, and the creation of CONPREC. At the micro level, interventions relating to climate change and disaster risk management are adaptive and preventive, and are related to poverty reduction. The results achieved are still weak and do not allow conclusions to be drawn on their sustainability. Generally, factors that could have an impact on the sustainability of results include institutional constraints to their implementation at the meso and micro levels, limited budgets and weak institutional capacity.

In general, the project documents do not present an in-depth analysis of the conditions for ensuring the sustainability of the expected results, nor how to scale them up. This is the case of the GEF Project entitled 'Strengthening the capacities of rural communities for climate-resilient livelihoods in the districts of Caué, Me-Zochi, Príncipe, Lemba, Cantagalo and Lobata in São Tomé and Príncipe'. According to the project document, a detailed sustainability strategy will be defined and drafted in order to guarantee the replicability of the results and the project services in the post-project period.

Results at the national level are promising with regard to sustainability. For example, the impacts of the adoption of the National Contingency Plan and the National Strategy on Preparedness and Response to Natural Disasters and the creation of CONPREC are long-term initiatives. Also, the creation of an Environmental Observation Centre equipped with GIS and the training of 12 GIS technicians should lead to lasting impacts. The Centre will have multiplier effects not only as a result of other technicians being trained, but also by the maps that it can produce on request. Another example of sustainability are the results of the

Programme's support to the National Meteorological Institute. The sustainable operation of the observation infrastructure, the equipment installed and the material provided will be guaranteed by the trained personnel. Factors that could have an impact on the sustainability of results achieved include institutional constraints to their implementation at the meso and micro levels, limited budgets and weak institutional capacity.

At the micro level, the results in the area of climate change adaptation at community level are, in general, still weak and do not allow conclusions to be drawn regarding their sustainability. In relation to the sustainability of results, the question is to what extent UNDP support has contributed to sustainable poverty reduction through adaptive and preventive actions. It is too early to give an affirmative response. The activities as part of the Africa Adaptation Programme for Climate Change did not last long enough to allow the socio-economic processes that they initiated to develop. This ADR notes that there is weak ownership of results by the partners of the central administration as well as a lack of post-project monitoring mechanisms. However, it recognizes that the experience at these levels has the potential to be scaled up to the national level if knowledge-management measures are taken.

Chapter 5

UNDP POSITIONING AND OTHER STRATEGIC ASPECT

This chapter presents the factors that explain UNDP's contribution to development results in São Tomé and Príncipe as presented in Chapter 4.

5.1. UNDP'S STRATEGIC POSITIONING

This section describes UNDP's strategic positioning in the developmental context of São Tomé and Príncipe. It assesses the relevance of its strategy in response to the country's development priorities and its capacity to leverage its comparative advantages.

5.1.1. Strategic relevance and responsiveness

The Programme was strategic; it took into account the priorities and needs of São Tomé and Príncipe over the two programme cycles of 2007-2011 and 2012-2016. It was resilient in a context of political instability and was able to adapt to take into account emerging development questions at both global and national levels. Nevertheless, Programme contributions would have been improved if the Government had a longer term vision in which they could play a part, such as a 15-20-year Development Plan, for example. The internal intersectorality of UNDP's work in São Tomé and Príncipe is poor and interventions in the Programme's three main thematic areas are isolated from each other, which reduces their impact.

In terms of strategic relevance, UNDP's national partners interviewed by the evaluation team all felt that the Country Programme was highly relevant to the country's priorities and had provided responses to the needs of the population throughout the two programme

cycles of 2007-2011 and 2012-2016. The ADR also found that this was the result of the support UNDP provided for the preparation of the country's two strategic planning frameworks, namely the SNRP and the PAP. During interviews, partners were unanimously of the opinion that the UNDP Country Programme is of great importance to the Government, partly due to the limited number of donors but above all because its lengthy experience means that UNDP is very familiar with the development challenges the country faces. It is one of UNDP's comparative advantages, which will be discussed in more detail in the following section.

Over the two successive planning cycles, the Programme was strategic. The interventions occurred in areas where UNDP is known to be competent. Nevertheless, the efforts made by the Programme would have had greater impact if the Government had a longer-term vision in which they could play a part, such as a 15-20-year Development Plan, for example, rather than a SNRP framework.

The Programme was very successful in selecting its areas of intervention, which were in part governed by the high dependency on a very limited number of funding sources, which condition their contributions to very specific objectives. Examples include the Global Fund, which finances the fight against endemic diseases, and the GEF, which finances activities related to the global environment. Structural dependency on two major sources of funding tempers the relevance to the priorities of the SNRP, because the Programme cannot pay the necessary attention to innovative interventions to combat monetary poverty by stimulating job creation.

In a context of many years of political instability, the evaluation considers that UNDP has shown itself to be proactive and adaptable. The best illustration of its capacity to adapt over the period covered by the two programme cycles is its resilience to the many changes in government. These changes have not stopped it from adjusting its Country Programme to respond to emerging issues both internationally and nationally, such as climate change and the awareness of the importance of national natural disaster risk management strategies.

However, the internal intersectorality of UNDP's work in São Tomé and Príncipe is poor, and interventions in the Programme's three main thematic areas are isolated from each other, which reduces their impact. The forging of links between development support units is weak as is the implementation of strategies at the national level and initiatives at the meso and micro level. UNDP has not adequately balanced its interventions between the various levels – strategic and field – in response to the needs of communities and local authorities, in particular for the thematic areas of democratic governance and environment and sustainable development. There is good balance, however, between upstream and downstream interventions in projects against diseases, and the situation is improving in the thematic area of environment and sustainable development.

5.1.2. Capacity to leverage its comparative advantages

UNDP has demonstrated its capacity to leverage its comparative advantages in São Tomé and Príncipe. The advantages most often mentioned in the interviews conducted by the evaluation team can be categorized as follows: (i) UNDP's institutional advantages; (ii) UNDP's specific advantages in the country; (iii) UNDP's sustainability approaches; (iv) UNDP's capacity to forge partnerships and (v) its facilitation of South-South cooperation.

In terms of its institutional advantages, UNDP has institutional strengths as a result of the continuity of its positioning in São Tomé and Príncipe, and due to it having become a credible intermediary between the Government and its international partners. In São Tomé and Príncipe, UNDP demonstrated its extensive capacity to draw on its global network to ensure that cutting-edge practices relevant to its programme were accessible to its national partners, and were used to draw up or implement strategies or design new normative frameworks. Many of the development stakeholders interviewed also underlined the importance of UNDP's coordination role, particularly as a neutral, honest, competent and reliable interlocutor between the Government and its international partners, because it is generally perceived as impartial. This explains why it is called upon to facilitate donor roundtables. UNDP's institutional experience in fund management has also allowed the Country Office to have access to the resources of the Global Fund for the fight against diseases in São Tomé and Príncipe.

In terms of its specific advantages in the country, UNDP demonstrated its capacity to capitalize on its long-standing presence in São Tomé and Príncipe, its extensive memory of the social, economic and political development in the country, and its teams of specialists with solid reputations. These advantages allowed it to maintain close contact with the authorities in the three realms of power, executive, legislative and judicial, at all levels. UNDP's periodic Human Development Report is greatly appreciated by everyone working in development. UNDP is identified with advocacy for the MDGs and awareness-raising in order to achieve them. Its contributions in terms of national strategic planning have ensured the credibility of its SNRP with São Tomé and Príncipe's international partners, who consider that because of its longstanding knowledge of the realities of the country and the quality of its programmes, UNDP brings substance to the

Government's strategies. In addition, the Government sees UNDP as its spokesperson with its partners and its primary source of advice for development planning and implementation.

In terms of its efforts to ensure sustainability, UNDP has capitalized on its experience in building capacity in its partners and promoting their ownership of development results. UNDP's experience in the three thematic areas shows that capacity building is critical for national ownership of the Programme results. However, in a context of political instability, the high turnover of officials within the partner institutions undermines these achievements. The new officials in charge of implementation need time to familiarize themselves with the work tools. Where efforts to promote ownership have been less successful, one of the factors often mentioned is the turnover of officials, which is a major impediment to achieving the expected outcomes and results, and for their sustainability. Although there has been significant progress in capacity building, the situation is uneven between projects and areas of activity.

In terms of its ability to forge partnerships, UNDP in São Tomé and Príncipe has created partnerships with other UN Agencies, donors, Government departments in the central administration at various levels and with civil society organizations. However, in general, there is not enough joint implementation of measures by UNDP and other United Nations agencies. In terms of partnerships with other United Nations agencies, there are examples of synergies and complementarities between the work of UNDP and that of WHO, UNFPA and UNICEF. UNDP also worked with other agencies, such as the OHCHR and UNFPA to assist São Tomé and Príncipe in compiling its first CEDAW report and with the WHO and UNICEF during the preparation of the Plan for Multi-Sectoral Monitoring and Evaluation of

malaria, HIV/AIDS and tuberculosis for 2012-2016.⁴¹

UNDP has interfaces well with the donor community in São Tomé and Príncipe. With certain donors, such as Brazil and Portugal, it has succeeded in creating synergies to complement its own resources and support areas of cooperation with its national partners. Partnerships with certain national partners have been strengthened by the implementation of projects that help to build their capacity to implement national strategies and plans. However, although UNDP is highly valued by the district administrations and the authorities of the Autonomous Region of Príncipe, meso-level partnerships have not been adequately developed with municipal authorities, in particular to build their capacity as project owners in local development. With civil society organizations, UNDP has developed implementing partnerships but not strategic partnerships.

As a result of its capacity to facilitate South-South cooperation, UNDP has implemented certain cooperation initiatives in São Tomé and Príncipe, an area that requires national strategic capacities and proactive national partners. This cooperation took the form of mobilizing regional expertise, such as South African experts for the installation of biometric material and discussions to learn from the experiences of other countries, such as Timor Leste in justice reform. In the area of fighting endemic diseases, there were discussions between São Tomé and Príncipe and the Centre Pasteur in Yaoundé, Cameroon. In the context of the experiment with pilot ecological houses described above, Brazilian specialists took part in the design and construction. These cases are not the result of a clear strategic approach, although some have contributed to practical training in certain areas, such as the training of

⁴¹ UNCT. 2014. Annual Report of the Resident Coordinator.
www.st.undp.org/content/dam/sao_tome_and_principe/docs/Publication/undp_st_RCAR_2014.pdf

young people in the use of local materials for ecological houses.

5.2. PROMOTION OF UNITED NATIONS VALUES

5.2.1. Human Rights

The Programme conducted actions to indirectly protect human rights, including targeting the poorest to reduce inequalities and providing capacity building to the INPG to promote the gender approach and gender equality in government strategies. Support for electoral processes helped to promote democracy and, as a result, collective and individual freedoms.

Although the human rights-based approach was mentioned in the UNDAF as one of the normative programming principles⁴², the UNDP Country Programme contained no direct activities in the area of defending human rights. However, the Programme did conduct actions that indirectly protected human rights. These included, for example, providing capacity building support to the INPG to promote the gender approach and gender equality in government strategies. UNDP acted on a larger scale in its work to promote justice that was accessible to the weakest in the country. Training of police officers and prison officers included human rights aspects. Support provided to the electoral processes so that elections were transparent helped to promote democracy and, as a result, collective and individual freedoms. In collaboration with OHCHR and UNFPA, UNDP assisted the country in the preparation of its first CEDAW report, integrating the human rights dimension.⁴³

⁴² The normative principles of UNDAF include: results-based management, a human rights-based approach, capacity building, gender equality and environmental sustainability.

⁴³ Annual report of the Resident Coordinator (2014), www.st.undp.org/content/dam/sao_tome_and_principe/docs/Publication/undp_st_RCAR_2014.pdf

5.2.2. Gender

In terms of gender equality in São Tomé and Príncipe, the UNDP Country Programme obtained interesting results at the strategic level. Its advocacy work with the Government led to the creation of the INPG in 2007 and the adoption by the National Assembly of a resolution on setting a 30 per cent quota for seats in Parliament to be held by women. However, gender equality and women's empowerment continue to represent a major challenge for the Country Programme, if they are to be taken into account not only at the project and programme design stage, but also during implementation.

UNDP places gender equality and women's issues at the heart of every one of its actions. This is clearly visible in UNDP's planning documents for São Tomé and Príncipe (UNDAF, UNDAF Action Plan, CPD) over the two programme cycles. UNDP also introduced gender indicators as an institutional tool, to ensure its programmes contribute to gender equality and women's empowerment. The UNDP Country Programme obtained interesting results at the strategic level. As already mentioned, UNDP's advocacy work with the Government led to the creation of the INPG in 2007. It collaborated with UNFPA and UNICEF in the capacity building of the INPG to promote the gender approach and gender equality in Government strategies. During the current term of Parliament, UNDP has successfully advocated for gender equality before the National Assembly, which resulted in the adoption of a resolution setting a quota of 30 per cent of seats in Parliament to be held by women. As mentioned, in collaboration with OHCHR and UNFPA, UNDP assisted the country in the preparation of its first CEDAW report.

The management of the Country Office pays attention to the gender balance within the Office itself. The percentage of men and women among the professional staff in the various areas is close to parity. The institutional and operational integration of gender is generally taken into

account in performance criteria, from project officers through to support staff. This approach is also formalized in the responsibilities of senior managers when drawing up strategies.

However, gender equality and women's empowerment continue to represent a major challenge for the Country Programme, if they are to be taken into account not only at the project and programme design stage, but also during implementation. The CPAP and UNDAF action plan have not outlined a specific strategy for the implementation of gender equality. In their design, many of UNDP's projects did not adequately integrate the contribution to gender equality in each outcome. Although gender equality is considered as a cross-cutting theme, the Programme did not define a clear strategy or a ToC that took into consideration that gender equality can contribute to accelerated development. An analysis of projects by the evaluation team with the aid of the UNDP gender marker showed some contributions to gender equality (GEN1) or that no noticeable contribution to gender equality was expected from outputs (GEN 0).

5.2.3. MDGs and Post-2015 Development
UNDP provided support for the efforts made by São Tomé and Príncipe to achieve MDGs 6 and 7, in particular, and also MDG 1. It advocated for the post-2015 Development Agenda during the Forum of Economists held on 26-28 May 2014.

UNDP was able to take on the leadership of meeting the challenge of achieving the MDGs in a poor country, with few development partners in the field other than other UN agencies, and some international and bilateral partners. It provided support for the efforts made by São Tomé and Príncipe to achieve MDG 6 (Combat HIV/AIDS, malaria and other diseases) and 7 (Ensure environmental sustainability), and also MDG 1 (Eradicate extreme poverty and hunger). Its contribution to achieving the MDGs is important for greater social justice. The goals relating to the reduction of infant and maternal

mortality, the fight against communicable diseases and the relationship between health and environment are particularly important.

With regard to Post-2015 development agenda, UNDP played an active role in the Forum of Economists, which was held on 26-28 May 2014. The Forum provided an opportunity to discuss the problems faced by São Tomé and Príncipe and the Country Office advocated for the post-2015 Development Agenda. UNDP's contributions allowed the country to draw up a long-term vision: "Vision São Tomé and Príncipe 2030: The country we need to build". Also, at the Forum, the process of formulating a national employment policy was launched and the National Human Development Report and the report on the MDGs were presented. UNDP contributions also made it possible to accelerate achieving MDG 1.

5.3. PROGRAMME DESIGN AND MANAGEMENT PARAMETERS

5.3.1. Country Office Organization and the inter-disciplinary approach to development questions

The professional competencies of the Country Office were organized into teams of specialists by thematic area. There is not enough internal programme coordination nor integration of approaches between thematic areas. Similarly, there was no process for interdisciplinary planning and execution of development initiatives.

Specialists in the Country office were organized into teams according to professional competencies. As a result, solid competencies were built in each of the thematic areas in which UNDP works. Projects are generally isolated, without any strategic links in either their concept or their implementation. This does not encourage internal programme coordination or the integration of approaches between thematic areas. UNDP and its government partners have not drawn up a process together to organize interdisciplinary planning and implementation of

actions in the three thematic areas. Recently, the finance and administration department was restructured and used to relieve specialist teams of administrative tasks, which rationalizes the support services.

5.3.2. Results-based management in terms of development and monitoring and evaluation

Management of the country programme is results-based. However, the definition of results is not based on a ToC; a risk management approach taking into account uncertainty in achieving outcomes was not used; and an M&E system was not put in place.

Management of the UNDP Programme in São Tomé and Príncipe is results-based, in accordance with the UNDAF of the two programme cycles. The 2007-2011 CPAP and the 2012-2016 UNDAF Action Plan describe a results framework that is aligned with the SNRP for national priorities and with the UNDAF outcomes. To each UNDAF outcome, there are corresponding outputs and indicators. However, as mentioned, the definition of results is not based on a ToC, which would link the various thematic areas to the purpose of the overall Programme. As a result, although the three thematic areas are aligned with national priorities, they do not optimize complementarities and synergies in their actions, or learning from their experiences.

This results-based management should be combined with a risk management strategy, and all stakeholders should be aware of these risks. And yet, the CPAP/UNDAF Action Plans for the two programme cycles do not express any degree of uncertainty with regard to achieving the outcomes. The 2012-2016 UNDAF describes the risks related to outcomes, but the UNDAF Action Plan for 2012-2016 does not take into account these risks and does not perform a detailed analysis of the most important ones for the implementation of the programme, such as those related to political instability and the

institutional situation, in order to develop scenarios. Use of the risk management function would have made it possible to identify the issues and understand the constraints or the delays in commitments from partners for certain projects.

Another question was whether UNDP had put in place a system for the M&E of these outcomes and the impact of the entire Programme on the country, and whether the information that emerged from this system was used for learning, decision-making and policy dialogue with partners. The evaluation team observed that at the Country Programme level, such a system does not yet exist. The impacts of its contribution are not accurately assessed, particularly with the aim of working with partners to reinvent their future cooperation. As a result of the low capacity and recruitment constraints, the Programme has not put in place an M&E system, and there is insufficient monitoring of results and impacts.

5.3.3. Role of the Country Office management

The Country Office management played an important role in the dialogue on public policy with government partners. This role has gained in importance over the last three years. As a result of this dialogue, situations requiring the political commitment of partners were resolved, and the logic of change inherent in the programme was strengthened.

The evaluation team heard testimony from many people interviewed in the institutions and administration of the Central Government, the local authorities, the Government of the Autonomous Region of Príncipe, and the agencies of the United Nations System about the role played by the UNDP Country Office management team in the dialogue on public policies with the Government over the last three years. Some results of this advocacy work and dialogue on public policy were mentioned in the

respective thematic areas; these concern the role of UNDP in the issues relating to:

- the electoral cycle, where the organization of the triple ballot has reduced the costs of elections and increased the efficiency of UNDP's project providing support for the organization of the electoral process;
- the meeting with development partners on the 2013-2016 PAP, whose objective was to present the 2013-2016 PAP to the donor conference;
- legislation relating to the National Contingency Plan on natural disaster risk management, which is an important tool for integrating climate changes into the various areas of intervention in the new National Strategy for Poverty Reduction (SNRP – II);
- continued collaboration with national institutions to fast-track initiatives to increase representation of women in central and local bodies, notably within the National Assembly, in application of Resolution R74/08/2009, which set a 30 per cent quota of seats in Parliament to be held by women;
- The national dialogue and the organization of the Forum of Economists (with the participation of the President of the Republic): The technical and financial support from UNDP and particularly the advocacy work carried out by the Country Office management team with the highest national authorities, contributed to the organization of these two events. At the Forum of Economists, the Country Office raised awareness of the post-2015 Development Agenda, and its contributions allowed the country to adopt a long-term vision: "Vision São Tomé and Príncipe 2030: The country we need to build".
- The recent decision by the judicial authority to agree to implement reforms

in order to regain credibility: in real terms, courts can now accept to be monitored.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

This chapter draws the main conclusions of the evaluation of UNDP's contribution to development results in São Tomé and Príncipe, the processes put in place and its positioning within the country. The recommendations are formulated based on these conclusions.

6.1. CONCLUSIONS

Conclusion 1. The interventions of the Country Programme in São Tomé and Príncipe over the 2007-2011 and 2012-2016 programme cycles are relevant to the country's strategic frameworks and the basic social needs of the populations, and are consistent with UNDP's mandate. However, this relevance is tempered by a structural dependency on major sources of funding, and an intervention model that is characterized by poor synergies in Programme implementation and weak links between the macro, meso and micro levels for the execution of development strategies.

The programme is perfectly aligned with the national strategies set out in the SNRP. The actions undertaken in the thematic area of democratic governance, poverty reduction and achieving the MDGs and environment and sustainable development are relevant responses in relation to national priorities and the needs of the populations. However, this relevance with regard to the objectives of the Programme is tempered by the structural dependency on major sources of funding such as the GEF for environment and sustainable development and the Global Fund for poverty reduction and achieving the MDGs. The positive aspect of this dependency is that it encourages concentration and a more in-depth approach to the themes. The relevance is also undermined by an intervention

model that is characterized by poor synergies in Programme implementation and weak links between the macro, meso and micro levels for the execution of development strategies. This is exacerbated by the Country Programme being dispersed over a large number of outputs and indicators, which mitigates the contribution to sustainable development. With the exception of the area of Poverty Reduction and Achieving the MDGs with projects financed by the Global Fund, there is a lack of balance between interventions at the macro level (central government) and the micro and meso levels (communities, local authorities). The situation is improving for the area of environment and sustainable development.

Conclusion 2. UNDP obtained tangible results over the two programme cycles. However, support for decentralization and capacity building of the local authorities was inadequate, income-generating activities were conducted on a small scale, and the results in terms of environment and disaster risk management at the district level were poor, due to inadequate investment.

In the thematic area of democratic governance, results were mainly achieved at the strategic level. UNDP strengthened the capacity of the NEC, the CIP, the departments of the Ministry of Justice and the National Assembly. The Programme's support allowed the NEC to play an important role in maintaining national harmony because it ensured that elections were well-prepared and transparent, with credible results. Although UNDP provided support for the formulation of local development plans in Caué and Príncipe, there were not enough interventions in support of decentralization and local authority capacity building.

For the thematic area of Poverty Reduction and Achieving the MDGs, overall the Programme results satisfied the needs of populations in terms of basic social services. In the fight against malaria, Príncipe is in the pre-elimination phase and São Tomé is in the control phase with very limited transmission. In the combat against HIV/AIDS, the risk of transmission was reduced as a result of the creation of suitable prevention services at the level of all the health districts. The quality of life of persons living with HIV/AIDS was improved, and the social and economic impact on them was substantially reduced. In the fight against tuberculosis, testing was improved due to better precision in laboratory techniques, with a fall in morbidity and mortality rates. The strengthening of partner institutions in charge of the fight against endemic diseases targeted by the UNDP Programme has encouraged ownership of these interventions. However, UNDP had less success in combating income poverty, as income-generating interventions were only conducted on a small scale.

For the environment and sustainable development thematic area, the Programme provided institutional support in the areas of the environment, climate change adaptation and natural disaster risk management. This support enabled the creation of legal and institutional frameworks for the management of environmental issues, such as support for the creation of the CONPREC. A National Environmental Observatory with a GIS tool was created. The results achieved at district level were poor as a result of inadequate investment.

Conclusion 3. Over the last two programme cycles, UNDP succeeded in being strongly aligned with the development priorities of São Tomé and Príncipe, while demonstrating a capacity to respond to new challenges. The interventions have progressively strengthened the country's capacity to make substantial progress in achieving the MDGs. They successfully supported partners, ensuring that basic social needs were taken into

account in the National Strategy for Poverty Reduction. In addition to these changes, there was greater awareness in the country on global and national issues related to climate change and their integration into national strategies and plans.

UNDP interventions have progressively strengthened the country's capacities, allowing it to make substantial progress in achieving the MDGs, particularly MDG 6 and 7. They successfully supported partners, ensuring that basic social needs were taken into account in the SNRP. In addition to these changes, there was a greater awareness of global and national problems related to climate change and their integration into national strategies and plans. The theme of renewable energy is becoming increasingly present and will help to improve the coherence and enrich the content of the environment and sustainable development thematic area. This in turn will enable the country to improve the well-being of its population and reduce environmental damage and drawing on resources. The "Energy for all" approach that is in the process of being developed aims to provide a solution to the power shortage in the capital and certain towns. This use of an abundant natural resource (water) within a broader vision of the role of renewable energies in improving community income, also bringing in the private sector, will allow UNDP to contribute to the social cohesion of the country. UNDP intends to use the GEF funds to finance clean energy and promote economic growth. The GEF project will support communities in the management of small-scale hydropower plants and in signing power sales agreements with operators in the private sector. Innovative guarantee fund mechanisms to be developed in this context will allow national operators to access bank lending.

Conclusion 4. In terms of promoting gender equality, in 2007, UNDP's advocacy work with the Government at the strategic level led to the creation of the INPG. However, in general, the Programme's focus on the

challenge of gender equality and women's empowerment is weak. The Programme did not define a clear strategy or a ToC that took into consideration that gender equality can contribute to accelerated development.

The Programme considers gender to be a cross-cutting area. At the strategic level, UNDP successfully advocated with the Government for the creation of the INPG in 2007. This institute implements the National Strategy for Gender Equality and Equity (SNEEG) adopted by the Government in 2005. In collaboration with UNFPA and UNICEF, UNDP has participated in the capacity building of the INPG to promote the gender approach and gender equality in government strategies. At the local level, the projects have given men and women equal access to the basic social services supported by UNDP. However, equity remained focused on participation and did not analyse the obstacles to gender equality in order to provide solutions. The Programme did not define a clear strategy or a ToC that took into account that gender equality can contribute to accelerated development. For the target outcomes, a large number of projects did not include satisfactory contributions to gender equality.

Conclusion 5. The sustainability of the results of the UNDP Programme in São Tomé and Príncipe varies according to the extent of the strategic capacity-building of partner institutions. It also varies according to the thematic area and the level of intervention (strategic or downstream). It is promising where partners take ownership of the programme and where projects are integrated into national structures. Ownership is increased by capacity-building activities. A number of projects strengthened partner capacity, which ensures the sustainability of results. In general, and for all thematic areas, the sustainability of results is more likely for projects at the strategic level.

In general, and for all thematic areas, the sustainability of results is more likely for projects at the strategic level. These projects have strong ownership potential because they are generally implemented by national partners and implement the Government's strategies and plans. However, the sustainability of the democratic governance thematic area is worthy of specific mention. The projects in its portfolio address questions of a political nature where, in certain cases, the sustainability of the results is heavily dependent on political will. This includes, for example, interventions providing support for judicial reform or the restructuring of the CIP. Results of the project to provide support for electoral processes showed that, although the NEC has taken full ownership of them, their sustainability depends on the availability of sustainable sources of finance for organizing future electoral events. UNDP has started discussions with its partner on this subject.

For downstream projects, the social conditions for sustainability are often met, because not only do these projects provide responses to the basic social needs of the populations, but also because the participation of target populations is high. However, sustainability is weak where the projects did not design explicit post-project strategies. This was the case in the Poverty Reduction through Microcredit project in Caué and the pilot community support activities in the district of Lobata. The resources available to maintain the results in the area of combating endemic diseases will fluctuate according to the changes in policy that may arise as a result of the frequent changes of government.

Conclusion 6. UNDP has developed varied and effective partnerships with civil society organizations, including national NGOs, for the implementation of important interventions in its Programme in São Tomé and Príncipe. However, its partnerships with NGOs are limited to contractual relationships for implementation, and the programme does not envisage building a strategic partnership with them. This type of partnership could

help to build capacity in civil society organizations.

UNDP developed particularly effective partnerships with NGOs in the thematic area of poverty reduction and achieving the MDGs, in its projects to combat diseases. In this thematic areas, synergies with other international partners in the country are the best developed. The partnership with NGOs is limited to contractual relationships for implementation, and the programme does not envisage building a strategic partnership with them. Strategic partnerships can create opportunities to combine competencies, expertise and resources more efficiently in order to provide assistance and for building leadership ability in local civil society organizations.

Conclusion 7. The lack of a monitoring and evaluation system at the Country Programme level is a weakness that impacts on quality.

As a result of the low capacity and recruitment constraints, the Programme has not put in place an M&E system and there is insufficient monitoring of results and impacts. As a result, the management team does not have access to data and information in order to learn and adjust the implementation of the programme accordingly, or to support policy dialogue with its government partners. Due to this weakness, the impacts of UNDP's contribution cannot be accurately evaluated. A good M&E system is a prerequisite for learning, because it enables lessons to be drawn from the experiences generated by the programmes and the projects. This current lack of an M&E system at the Country Office level also has an impact on the capacity of national partners to carry out M&E of UNDP-supported projects. In addition, due to this lack, there is poor knowledge management at the Country Office level. If knowledge based on project experiences is to become systematized, it needs to be supplied with information that comes from M&E.

6.2. RECOMMENDATIONS

Recommendation 1. Measures should be taken allowing specialist teams in the three thematic areas of democratic governance, poverty reduction and achieving the MDGs and environment and sustainable development to work together in synergy as a strong team to advance innovative proposals for the planning and implementation of development interventions, and introduce cross-cutting working methods and interventions in order to promote intersectorality.

Developing greater synergy between interventions in the implementation of the Country Programme will maximize the impact of the development actions and optimize learning and the sharing of experience among specialist teams within the Country Office, and between the specialist teams and UNDP's national partners. In addition, it will make it possible to apply integrated approaches that can facilitate the construction of partnerships with local authorities and stakeholders. It will also allow synergies between specialist teams to be created for innovations in methodology, and it will facilitate the sharing of experiences learned from projects within thematic areas.

Recommendation 2. UNDP should refocus its Country Programme and its areas of intervention in order to reduce dispersion and the segmentation of programmes and projects, and to allow it to embark on innovative poverty reduction processes.

UNDP's interventions in São Tomé and Príncipe are characterized by strong continuity over the two programme cycles. However, within each thematic area, not all outcomes were achieved as expected. For example, in the area of democratic governance, support for decentralization, which is so important for the country's development, was not provided as expected. In the area of poverty reduction and achieving the MDGs, there was relatively little investment in reducing income poverty. For the environment and

sustainable development thematic area, results at the meso and micro levels were relatively weak. The entire programme and each thematic area should be re-focused to address these issues and improve the impact of the Programme on the country's development. This can only be achieved by adopting: (i) a multi-sectoral approach based on a broader paradigm of reducing monetary and non-monetary poverty, drawing on UNDP's competencies in areas that are relevant to São Tomé and Príncipe; and (ii) adopting innovative approaches in aspects that will generate employment and improve the income of poorer sectors of the population. Democratic governance should become a cross-cutting approach that impacts on the entire programme, and not just a simple component of assistance, while greater importance should be placed on accountability to ensure that the people of São Tomé and Príncipe have a voice and demand accountability, and that public institutions, at all levels of power, are responsive in providing it.

Recommendation 3. Policy dialogue should be continued with government partners with the aim of consolidating achievements and continue to work together to strengthen democratic governance, by placing the emphasis on judicial reform and support for the decentralization process; poverty reduction by focusing on the role of local authorities in partnership with NGOs in the promotion of income-generating activities; and environmental management that also contributes to reducing poverty.

For some important interventions where UNDP achieved unsatisfactory results, such as judicial reform, restructuring the CIP, or support for the Government and local authorities to implement decentralization, the problem mainly stemmed from lack of political will. For the implementation of decentralization, for example, a number of years after the start of the decentralization process, local political and administrative structures are still not in a position to become partners of UNDP in their

own right, as the owners of local development projects. The Country Office management team has demonstrated that political dialogue can resolve this type of situation, requiring a political commitment from partners. It is essential for high-level political dialogue with political decision-makers to continue if UNDP is to succeed with a development model that supports its partners not only at the national strategic level but also at the local authority level. To successfully reduce poverty, the local authorities have to receive support so that, in collaboration with the private sector and organized civil society, they can play a fundamental role in the socio-economic and environmental development of local areas, taking into account the aspirations of their populations.

Recommendation 4. UNDP should make gender equality an integral aspect of its Country Programme in São Tomé and Príncipe from the design stage, during implementation, and in the monitoring and evaluation.

The Programme must define a clear strategy for the implementation of gender equality. Clearer directives for taking into account the issue of gender equality must be given in the various thematic areas. The gender equality aspect must be included in the portfolio of projects, particularly in actions focused on poverty reduction and empowerment. This entails including a framework for measuring the results and progress achieved in this area, with the appropriate outcomes and indicators. Synergies must also be formulated between this framework and other frameworks for measuring results, through a consolidated M&E system.

Recommendation 5. Greater attention should be paid to sustainability in the future programme. This will require defining suitable exit strategies and adequate capacity building of partner institutions.

UNDP experiences have shown that capacity building and promoting partner ownership

increase the sustainability of results. These experiences must continue to be taken into account in the future programme. When new projects and programmes are being designed, UNDP should ensure that the project documents clearly describe the risks and mitigation strategies. Post-project strategies should also be explicitly detailed. Sustainability may also be enhanced by continuing and strengthening robust and effective development partnerships with government partners at the central level, and extending operational partnerships with local authorities.

Recommendation 6. Partnerships should be strengthened with national NGOs and their quality should be improved with a long-term plan. Where possible, project exit strategies should be provided that take into account the continuity of their role.

The key role played by NGOs in the combat against endemic diseases is the justification for UNDP taking measures to strengthen its interaction with civil society organizations, including engaging the most effective of them in strategic partnerships that go further than contracts for operational tasks. In the context of the next country programme, UNDP should draw up a clear strategy to strengthen and broaden its partnerships with NGOs. Interaction with NGOs could be extended to other key areas such as achieving results in the fight against

poverty or increasing democratic governance with the involvement of a stronger civil society. The strategy must not only seek to collaborate with these organizations in the execution of tasks, but should also support their development. These partnerships should be formed in the three main thematic areas, at the macro, meso and micro levels.

Recommendation 7. UNDP should design and implement a monitoring and evaluation system for its Country Programme in São Tomé and Príncipe to strengthen its results-based management.

An M&E system is an essential tool for planning, programming and implementation. It must be fully integrated into the management at the Country Programme level. From the design stage of projects and programmes, M&E mechanisms should be clearly defined. This will involve putting in place a system of measurable indicators that are coherent with the framework of strategic results. The M&E system must provide the information that underpins decision-making and political dialogue between UNDP and its partners, and must make it possible to manage knowledge and capitalize on lessons learned. UNDP should also ensure that the capacities of its government partners are strengthened to allow them to benefit from the information provided by the Programme's M&E system.

ANNEXES

ANNEX 1: TERMS OF REFERENCE

1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts country evaluations known as Assessments of Development Results (ADR) in order to identify and highlight evaluative elements of UNDP's contributions to national development results, as well as the effectiveness of its strategy in facilitating and leveraging national efforts in order to obtain development results. The objectives of this ADR are:

- Support the development of the next UNDP Country Programme Document.
- Strengthen UNDP accountability to national stakeholders.
- Strengthen UNDP's accountability to its own Executive Board-

ADRs are independent evaluations carried out as part of the provisions of the UNDP Evaluation Policy.⁴⁴ The Independent Evaluation Office (IEO) is entirely independent of UNDP management and is headed by a director reporting to the UNDP Executive Board. The duties of the IEO are twofold: to provide the Executive Board with valid and credible information from evaluations to improve corporate accountability and the decision-making process; and to enhance the independence, credibility and utility of the evaluation function, improving its coherence, harmonization and alignment in support of United Nations reform and national ownership.

⁴⁴ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ADR will be conducted according to the norms and standards and the Code of Ethics and Conduct established by the United Nations Evaluation Group (www.uneval.org).

In keeping with the principle of national ownership, the IEO places great importance on carrying out the ADRs with the national authorities of the country where the UNDP programme is being implemented.

São Tomé and Príncipe was selected for an ADR because the current Country Programme draws to a close in 2016. The ADR was conducted in 2015 in order to provide elements for the design of a new country programme which will be implemented from 2017 by the Country Office (CO) and the relevant national stakeholders.

2. NATIONAL CONTEXT

Geographical overview: The challenges of insularity. The archipelago of São Tomé and Príncipe is located in the Gulf of Guinea. It was the oldest colony of the Portuguese empire (1470-1975) and gained independence from Portugal on 12 July 1975. São Tomé and Príncipe is the second smallest country in Africa, with a total surface area of 1001 km², and in 2012, the population that was estimated at 178,739 inhabitants, of which 50.2 per cent are female. More than 67 per cent of the national population live in urban areas and around 33 per cent in rural areas.⁴⁵ As an island nation, the country is very vulnerable and highly dependent on other nations, which has a substantial impact on the functioning of the country and its development. These factors were raised in most of the discussions on the challenges and perspectives for its sustainable development.

The socio-political history of São Tomé and Príncipe: The current period of democratization in the country started with the adoption of a new Constitution by referendum in 1990. Pursuant to this Constitution, São Tomé and Príncipe is a Republic with a pluralist presidential regime.

⁴⁵ Data from the Instituto Nacional de Estatística, República Democrática de São Tomé e Príncipe.

This Constitution established the principles of a democratic constitutional state and created a number of organs of sovereignty:⁴⁶ the President of the Republic, the National Assembly, the Government and the courts. It enshrined the decentralization of institutions representing the interests of the national to local powers (district level) and the regional autonomy of Príncipe.

Natural resources, power, climate change and environment. Forest still covers 28 per cent of the total surface area of the country (FAO, 2011:122) and represents an invaluable natural capital as it is home to a large number of species of flora and fauna endemic to São Tomé and Príncipe. The country faces the double challenge of inadequate and polluting energy resources, due to its dependency on firewood and fossil fuels for the production of electricity, both of which are important sources of carbon dioxide emissions. There is increasing consideration being given to the use of alternative energy sources, notably the renewable energy of small-scale hydropower dams. Within the context of the United Nations Framework Convention on Climate Change, the Government (Democratic Republic of São Tomé and Príncipe, 2006) officially presented the National Adaptation Programme of Actions (NAPA), which sets out the actions and measures that seek to adapt to the harmful effects of climate change while reducing poverty. The country's partners are already undertaking pilot activities to develop approaches and methods of action to help the country avoid and manage natural disasters. These partners include the World Bank for the management of the coastal area, and UNDP for the management of the environment and early-warning systems.

The political situation: Government instability in a context of stronger democratic

⁴⁶ A revision of the Constitution in 2003 limited the powers of the President of the Republic. The country has a semi-presidential regime, which is close to parliamentarism.

institutions. The adoption of the liberal democracy political model and the development of competitive political institutions in São Tomé and Príncipe have been highly successful. However, the country has experienced political instability characterized by frequent changes of government, which have become important subjects for debate in society and with the country's development partners. They are not only seen as a factor in donor demotivation, but also as an impediment to the continued implementation of the policies and strategies of successive governments. The country's legal system is still weak and civil society is at the nascent stage. The current operation of the police force does not correspond to the requirements of their work. The police lack resources, training, status and motivational working conditions.

According to the Ibrahim Index of African Governance (IIAG),⁴⁷ in 2014, São Tomé and Príncipe was ranked 12th out of 52 countries, which is an improvement of 4.4 points over the last five years.⁴⁸ According to the Corruption Perceptions Index (CPI)⁴⁹ of Transparency International, in 2014, the country scored 42 out of 100, ranking 76 out of 175 countries globally and 12 out of 47 sub-Saharan African (SSA) countries.

Economic situation: Collapse of cocoa production and the substantial role of international aid. São Tomé and Príncipe's economy is the smallest in Africa. In 2012, the

⁴⁷ The IIAG consists of: (i) an analysis framework that allows all interested players to evaluate in every country in Africa the supply of public goods and services and the effectiveness of public policies, and (ii) a governance instrument which indicates the results achieved in terms of governance for the entire continent, per country and by specific area.

⁴⁸ Mo Ibrahim Foundation,

www.moibrahimfoundation.org/iiag/data-portal/

⁴⁹ The CPI ranks countries and territories according to the level of perception of corruption in the public sector, giving a score from 0 (very corrupt) to 100 (very clean).

country achieved average per capita income of US\$ 1,508.64, and a gross domestic product (GDP) estimated at US\$264 million (Democratic Republic of São Tomé and Príncipe, 2013). In 2013, São Tomé and Príncipe was classed as a middle-income country by the World Bank as a result of its strong economic performances, the per capita Gross National Product having exceeded the threshold of US\$1,205 for three consecutive years. However, the country's economy has diversified very little and is still mainly dependent on cocoa, which represented 97 per cent of total exports in 1996 (Sanguin, 2014) declining to 56 per cent in 2012 (AfDB, 2014). Most of the population earn their living from agriculture. As the export of cocoa alone is no longer able to support the economy, the country has become dependent on overseas aid (Seibert, 2005).

The discovery of extensive oil reserves off the coast of São Tomé and Príncipe has potential importance for the country's economic perspectives. Its exclusive economic zone and the joint development zone that it shares with Nigeria should transform the country due to the new oil income opportunities. There is some uncertainty surrounding oil production, following the recent decision by the French oil company, Total, to withdraw from Block 1 of the Joint Development Zone with Nigeria (IMF, 2013). Given the abandonment of oil exploration activities, which was a major blow, and the uncertainties that this decision created, macro-economic and financial policies must be strengthened.

Poverty, MDGs and Human Development.

The 2014 Human Development Report placed São Tomé and Príncipe 142 out of 187 countries, with a Human Development Index (HDI) of 0.558, which is within the category of average human development. Between 2000 and 2013, São Tomé and Príncipe's HDI rose from 0.405 to 0.558, representing an average annual increase of around 0.92 per cent. In 2013, the female HDI value was 0.524 against the male value of 0.586), and the country was ranked 115

out of 187 in the Gender Development Index.⁵⁰ São Tomé and Príncipe is still on track to achieve the MDGs for the elimination of extreme poverty, gender equality and the creation of development partnerships. The legislative framework has been reformed in favour of gender equality, but as a general rule, gender disparities persist, such as for example in the participation of women in the workforce and the enrolment rates of boys and girls in school (in particular, enrolment in the second cycle of secondary education stood at 46.3 per cent of girls compared to 53.7 per cent for boys (UNDP, 2010).

However, São Tomé and Príncipe was one of the most successful African countries, achieving or nearly achieving the objective of universal primary education. The country has made progress in achieving objectives on infant mortality (Soares, 2014): the rate of infant mortality fell to around 30 deaths per 1,000 live births in 2013, against 54.2 deaths for 1,000 live births in 2001. The malnutrition rate was 25 per cent at the end of 2013; it is expected to fall to 14 per cent by 2018. There was also significant progress in the fight against HIV/AIDS and the incidence of malaria has fallen sharply (UNDP, 2010). In its 2013-2016 development plan, the Government made equal access to basic social services for the entire population a fundamental priority.

The role of development partners. The net value of ODA represented around 27.5 per cent of GNI between 2002 and 2011, with substantial fluctuations from one year to another. The proportion of ODA in GNI fell to 19 per cent in 2012 (World Bank, 2013). From 2004 to 2013, the five main donors out of ten for São Tomé and Príncipe (Portugal, the International Development Association of the World Bank,

⁵⁰ UNDP. 2014. Human Development Report. Table 4. Gender Development Index. <http://hdr.undp.org/en/content/table-5-gender-related-development-index-gdi>

the European Union, France and Japan) provided nearly 80 per cent of ODA, with Portugal alone representing almost 40 per cent of the total amount. UNDP was the 9th donor, at 2 per cent of ODA (OECD, 2015).

In summary, São Tomé and Príncipe's vulnerability is essentially economic. The trade deficit is very high due to the need to import oil, capital goods, and a large proportion of foodstuffs. This situation is mainly due to the constraints set by limited natural resources, poorly diversified rural production and a legal system that has not yet created favourable conditions for private sector investors. The analyses that are often referred to by the country's development partners consider the political instability that has characterized the last ten years to be one of the main causes of the inadequate development results. For most of these development partners, democratic governance remains an essential issue for social cohesion and socio-economic development. Other issues include the structural weaknesses that have an impact on socio-economic development, such as the under-exploited potential for tourism, support for decentralization to strengthen the responsibility of local authorities in local development, the airport infrastructure and the diversification of rural production.

3. THE UNDP PROGRAMME STRATEGY IN SÃO TOME AND PRÍNCIPE

Over the two programme cycles covered by this ADR, UNDP in São Tomé and Príncipe implemented programmes based on national priorities. These are contained in the 2002 Poverty Reduction Strategy and the Second Poverty Reduction Strategy 2012-2016. The 2012-2016 Country Programme also draws on the United Nations Development Assistance Framework (UNDAF) for the same period.

For the 2007-2011 cycle, the Country Programme focused its actions on the three thematic areas:

- (a) Poverty reduction: In this area, UNDP projects are concentrated on the fight against diseases (malaria, tuberculosis, HIV/AIDS, cholera), notably in partnership with the Global Fund, through prevention and strengthening national disease control capacity.
- (b) Good governance: Most of UNDP's interventions were aimed at strengthening institutions (Parliament, the judiciary, and the civil registry) and providing support for planning (Poverty Reduction Strategy) and decentralization (local governance). Some smaller-budget projects that were implemented at the local level also sought to facilitate the decentralization process and the redistribution of income at the local level.
- (c) Environment protection: Projects have mainly been implemented at the central level, since most activities sought to build government capacity in managing environmental questions, sustainable development and climate change. The partnership with the Global Environment Fund was highly valuable in this area.

For the 2012-2016 cycle, the activities covered the following three areas:

- (a) Democratic governance: Just like the previous period, UNDP's interventions aimed to strengthen central and local government institutions. Over this period, there were also a number of projects in support of the electoral process.
- (b) Poverty reduction and achieving the MDGs: Most of the projects implemented in this period concentrated

on the fight against diseases (malaria, tuberculosis and HIV/AIDS), notably in partnership with the Global Fund. UNDP's portfolio of projects included one project to provide support for planning the National Strategy for Poverty Reduction (SNRP).

- (c) Environment and sustainable development: UNDP continued its partnership with the GEF, working at

the rural community level as well as with national institutions. In addition, there was the Africa Adaptation Programme, a large-budget project funded by Japan which aimed to build institutional capacity to cope with climate change.

The expected results for the two programme cycles are described in Table 6.

Table 6: Expected outcomes of the country programmes for 2007-2011 and 2012-2016 and indicative resources

Expected outcomes from the country programme		Indicative budget in the Country Programme Document (CPD) (US\$)	Number of projects (**)	Total expenditures 2007-2014 (**)
Outcome number (*)	Country Programme 2007-2011			
Outcome 17	Increased access to basic health services for vulnerable groups	1 204 000	2	1 840 948
Outcome 20	Strengthening of the multi-sectoral response to HIV/AIDS by national institutions and civil society	634 000	1	1 941 140
Outcomes 16, 18 and 19	The entire population has access to clean water and sanitation services and the environment is protected	550 000	9	941 429
Total – basic social services		2 388 000	12	4 723 517
Outcomes 10, 11, 12, 15 and 21	Public institutions are strengthened and reformed to ensure transparent implementation of policies and an egalitarian application of the law	1 770 000	14	4 050 214
Outcome 14	A mechanism for harmonizing and coordinating aid is in place	325 000	4	104 924
Outcome 13	There is real decentralization, allowing national income to be redistributed	325 000	4	472 962

Total - Governance and Human Rights		2 420 000	22	4 628 101
Total for the 2007-2011 Country Programme		4 808 000	34	9 351 617
Outcome number (*)	Country Programme 2012-2016			
Outcome 22	Democratic governance: "By 2016, national institutions at the central and local levels have improved their application of the rules and principles of good governance in public affairs, with the aim of consolidating the rule of law."	1 630 000	9	4 040 138
Outcome 24	Poverty reduction and achieving the MDGs: "By 2016, populations and notably women and young people, have greater access to productive resources that can reduce their vulnerability; by 2016, the most vulnerable populations make greater use of decentralized basic social services and participate in their management."	18 724 000	7	15 437 855
Outcome 23	Environment and sustainable development: "By 2016, Government, the districts and the populations have adopted techniques and behaviours favourable to a sustainable environment and ensure better prevention and management of risks and natural disasters."	2 214 000	4	4 572 483
Total for the 2012-2016 Country Programme		22 568 000	20	24 050 476

Source: UNDP São Tomé and Príncipe – Country Programme Documents for 2007-2011 and 2012-2016.

Note: (*) The outcome numbers indicated here correspond to those shown in Atlas. **(**)** To avoid counting the same projects twice, projects that continue over two programming cycles are only shown once in the ongoing cycle, and total expenditures of these projects are included in the current cycle.

In summary, in the thematic area of democratic governance, actions were aimed at: capacity building to guarantee transparency and

accountability in public sector management; the improvement in the quality of public services; the improvement in local governance; the strengthening of judicial institutions and the administration of justice; the improvement in the work of Parliament; and strengthening of institutional leadership at the local and central level. In the area of poverty reduction and the

achieving the MDGs, actions aimed at: support for the preparation of the National Poverty Reduction Strategy (SNRP); capacity building in planning and budgeting for public institutions and decentralized structures; support for the national efforts to combat structural economic inequalities; improvement in social protection systems; and the fight against malaria, HIV/AIDS and tuberculosis. In the area of the environment and sustainable development, actions were aimed at integrating the sustainable development of the environment, climate change and natural disaster risk management into development projects, and drawing up a framework for environmental sustainability.

4. SCOPE OF THE EVALUATION

The ADR are conducted in the penultimate year of the current UNDP Country Programme in order to inform the process of designing a new programme.⁵¹ The ADR will cover two Country Programme cycles, namely the 2007-2011 Programme and the 2012-2016 Programme.

As an evaluation of UNDP at the country level, the ADR will focus on the official UNDP Country Programme as approved by the Executive Board. The programmes are defined, according to the programme cycle, in the CPD and CPAP. However, the scope of the ADR includes all of UNDP's activities in the country and thus covers actions financed from all sources of funding including UNDP core resources, donor funds and governmental funds, etc. Similarly, all the regional and global programme initiatives that come under the scope of the ADR will also be evaluated. However, it is important to note that the UNDP Country Office could be involved in a number of "non-project" activities, which can be crucial for the country's political and social agenda.

⁵¹ See the ADR Manual for more information on the process.

Particular efforts will be made to understand the role and the contribution of the United Nations Volunteers (UNV) to the work conducted in conjunction with UNDP. This information will be used for the synthesis in order to provide evaluative evidence at the organizational level of the contribution made by this partnership to the development results.

5. METHODOLOGY

The evaluation methodology consists of two main parts: (i) analysis of UNDP's contribution to development results by themes/programmes and (ii) evaluation of the quality of its contribution. The ADR will present its observations according to the below criteria, based on an analysis by thematic area, in order to draw the general conclusions of the evaluation and formulate recommendations for future programmes.

- **UNDP's contribution by thematic/programme areas.** An analysis of the **effectiveness** of UNDP's contribution to development results in São Tomé and Príncipe will be conducted by examining its programme activities. Particular attention will be paid to examining this contribution in line with UNDP's global vision for the eradication of poverty as well as its contribution to the promotion of gender equality and women's empowerment (UN SWAP, 2012)⁵². The analysis will be presented by thematic and programme areas.
- **The quality of UNDP's contribution.** The ADR analysed the quality of UNDP's contribution according to the following criteria:

⁵² Utilisant le Plan d'Action à l'échelle du Système des Nations Unies (UN-SWAP) pour améliorer l'égalité des sexes et l'autonomisation des femmes au sein du système des Nations Unies.
www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf

- relevance of UNDP’s projects and outcomes with regard to the country’s needs and national priorities;
- efficiency of UNDP’s interventions in terms of the human and financial resources deployed;
- sustainability of the results to which UNDP has contributed.

Key explanatory factors

The ADR will also look at how certain factors could explain UNDP’s performance, notably the design and operational parameters defined in the 2014-2017 Strategic Plan.⁵³ For example, in addition to examining UNDP’s contribution to gender equality and women’s empowerment, the evaluation will examine the issue of gender as a factor of UNDP’s performance. For each outcome of the Country Programme, this will involve analysing how the issue of gender was integrated into all the programmes and operations.⁵⁴ Subsequently, UNDP’s strategic positioning will be analysed through the perspective of the organization’s mandate, recognised or emerging needs and national development priorities for São Tomé and Príncipe. It will therefore be necessary to conduct a systematic analysis of UNDP’s positioning in the country’s development policy arena, as well as the strategies used by UNDP in order to maximize its contribution. The ADR will pay particular attention to South-South cooperation, best practices and lessons learned from experience, including assistance provided

⁵³ The commitments of the Strategic Plan 2014-2017 include: accountability and national capacity; the human rights-based approach; gender equality and female empowerment; South-South and triangular cooperation; an active role in global discussions; and universality.

⁵⁴ Using the Gender Marker data and Gender Seal parameters, among others, based on UNDP and UNEG methods.

in non-technical areas that are mainly related to its contribution through its strategic positioning and which could be applied to other countries and regions. Lastly, the ADR will examine the management methods that had an impact in achieving the programme objectives.⁵⁵

In the analysis of the points described above, particular attention will be paid to identifying the factors specific to the country or the Country Office that have influenced or continue to influence UNDP’s performance:

- Country Office’s organization and the effectiveness of its management;
- the balance between the upstream UNDP interventions (strategic or political) and the downstream activities (with the target populations);
- the capacity to manage and include national partners and the application of the “national implementation” approach;
- the vulnerability of small island developing states;
- partnership with other development stakeholders;
- political instability;
- poor support for decentralization;
- uncertainty about the future of oil exploration.

Analysis of outcomes An outcome paper will be drafted for each outcome indicated in Table 1 above, and will examine the progress achieved for each of these outcome and UNDP’s contribution to change since 2007. A ToC⁵⁶

⁵⁵ This information is based on analysis of objectives entered in the Results-Based Management platform, the financial results of the Executive Snapshot, results of the Global Staff Survey, and interviews at the operational and management level in the Country Office

⁵⁶ ToC is an outcome-based approach that applies critical thinking to the design, implementation and evaluation of initiatives and programmes designed to support changes in their context. Although there is no

approach will be applied and refined by the evaluation team in collaboration with UNDP and the national stakeholders. Discussions on the ToC will focus on the identification of assumptions made about the changes expected from the programme and the causal relationship, which in turn will form the basis for deciding on the data collection methodology that will be used to verify the theories behind the changes that had been observed. Outcome papers will apply the ToC approach to evaluate UNDP's contribution to results using the evaluation criteria and to identify the factors that influenced this contribution. Each outcome paper will be drafted according to a template provided by the IEO, which will summarize them and identify the conclusions and recommendations of the ADR, so that UNDP can then examine them with the main partners, for the future programme.

6. DATA COLLECTION

Analysis of constraints in data collection and existing data. A constraints analysis was undertaken before and after the preparatory mission to understand the constraints and the possibilities related to data collection. This

defined methodology, ToC aims to incorporate the inter-relations between the following elements:

- context for the initiative, including social, political and environmental conditions;
- the current state of the problem the project is seeking to influence and other actors able to influence change;
- long-term change that the initiative seeks to support and for whose ultimate benefit;
- process/sequence of change anticipated to lead to the desired long-term outcome;
- assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context;
- diagram and narrative summary that captures the outcomes of the discussion.

Source: Based on Vogel (2012).

process acts as the basis for identifying data collection methods and helps to provide an initial idea of the ADR's needs in terms of resources and a timetable for data collection. The Country Office had conducted 16 evaluations of activities undertaken since 2007. These evaluations were important inputs for the analysis conducted by the ADR.

The high turnover of staff in the ministries can have an impact on institutional memory and could impede the analysis of results as well as their sustainability; in contrast, most of UNDP's staff have been in place since the beginning of the period under review.

Data collection methods. The evaluation used data from primary and secondary sources, including desk reviews of documents and interviews with relevant stakeholders, including beneficiaries, national partners and programme managers. Specific evaluation questions for each of the criteria and the data collection method will be described in more detail in the outcome papers. A multi-stakeholder approach will be taken and interviews will be conducted with government representatives, civil society organizations, the private sector, United Nations agencies, multilateral organizations, bilateral donors and programme beneficiaries. Discussion groups may be useful for consultations with certain groups of beneficiaries.

The selection criteria for deciding on sites for field visits include:

- For the theme of the project(s), the sites should be representative of the context and the needs of beneficiaries.
- The sites should allow to (i) understand the role of the local partners (municipalities) in the design and implementation of UNDP projects; and (ii) discuss the relevance of the projects to the current situation of beneficiaries (also taking the gender dimension into account).

- Demonstration sites (ecological houses, renewable energies, early warning systems, etc.) with the possibility of discussing the choice, the relevance and the replicability of the approaches.
- Districts visited during the preparatory mission will not be visited again (except for the pilot sites for specific themes).
- Island of Príncipe: Regional government partners and representative sites.

The IEO and the Country Office have drawn up an initial list of reference documents relating to the programme. This list is available from the ADR SharePoint site. The following secondary data will be examined: key documents on the national context, documents drafted by international partners over the period under consideration and documents drafted by agencies of the United Nations System. The ADR will also provide support, where this is possible and appropriate, for the data collection efforts undertaken by UNDP projects for monitoring outcomes.

Validation. The evaluation will triangulate the information gathered from the various sources and/or by various methods to ensure that the data are valid.

Stakeholder participation: At the beginning of the evaluation, a stakeholder analysis was carried out in order to identify all UNDP's relevant partners as well as those who, although they may not work directly with UNDP, play a key role in the outcomes to which UNDP contributes. Each outcome paper will also include an analysis of stakeholders within the scope of each outcome.

7. MANAGEMENT PROCEDURES

The UNDP Independent Evaluation Office (IEO): The UNDP IEO will carry out the ADR in consultation with the UNDP Country Office

in São Tomé and Príncipe, UNDP's RBA and the Government of São Tomé and Príncipe. The IEO evaluation manager will lead the evaluation and coordinate the evaluation team. The IEO will cover all the costs directly related to conducting the ADR.

The Government: The Ministries and UNDP's other key government partners in São Tomé and Príncipe will facilitate the ADR by ensuring the necessary access to government information sources; guaranteeing the independence of the evaluation and jointly organizing the final stakeholder workshop with the IEO at the presentation of evaluation observations and results stage. In addition, partners from the various ministries will ensure the use and dissemination of the final outputs of the ADR process.

The UNDP Office in São Tomé and Príncipe: The Country Office will provide support to the evaluation team, ensuring the liaison with the main partners and other stakeholders. It will provide the team all the necessary information concerning UNDP programmes, projects and activities in the country and factual verifications of the draft report within a reasonable timeframe. The Country Office will provide the evaluation team with in-kind support (such as organizing meetings with project staff, stakeholders and beneficiaries; and assistance for field visits to project sites). To guarantee the independence of the opinions expressed in the interviews and meetings held in order to gather data from stakeholders, the Country Office staff will not be present.

The UNDP Regional Bureau for Africa: UNDP's RBA will provide support to the evaluation by sharing information and will also take part in the discussions on the conclusions and provisional recommendations that result from the evaluation. The RBA is also in charge of monitoring and supervising the implementation of monitoring actions by the Evaluation Resource Centre (ERC).

National reference institution: National participation and the ownership of the ADR process and its results will be ensured by a solid partnership in the evaluation process with the Ministry of Foreign Affairs and Communities (MAEC), as UNDP’s main government interlocutor, and also, where necessary, by associating all other relevant administrations and bodies, particularly the Ministry for the Economy and International Cooperation (MECI), a technical interlocutor. The MAEC and MECI are expected to: (i) examine the Terms of Reference of the evaluation; (ii) suggest stakeholders to interview and sites to visit; (iii) help to facilitate data collection on the ground; (iv) make observations on the second draft version of the ADR report; and (v) facilitate the organization of the stakeholder workshop or specific meetings for sharing results with stakeholders together with the Country Office.

The evaluation team: The IEO will form an evaluation team to conduct the ADR. It will ensure the gender balance within the team, which will consist of the following members:

- *Evaluation Manager (EM):* An IEO staff member, with overall responsibility for preparing and designing the ADR (namely these ToRs), selecting the evaluation team and providing methodological advice, conducting the ADR, preparing and revising

the draft and final report, jointly leading the stakeholder workshop and providing any clarification required by the Country Office in the preparation of its comments on the first version of the ADR, and its management responses (which will be stored in the ERC with the final ADR report).

- *Lead (LC):* An independent evaluation expert, responsible for contributing to the preparatory mission and the drafting of the ToR, leading the data collection during the main field visit, preparing the outcome papers, preparing the ADR report, and facilitating discussions and sharing of results with stakeholders.
- *Research Assistant:* A research assistant based in the IEO will provide general research and documentation.

The roles of the various members of the evaluation team are summarized in table 2.

Table 7: Responsibilities of the members of the evaluation team		
Outcome	Report	Data collection
Outcomes 10, 11, 12, 15, 21, 13, 14, 22 (democratic governance)	Lead	Lead Consultant

	Consultant	
Outcomes 16, 18, 19, 23 (Environment and Sustainable development)	Lead Consultant	Lead Consultant
Outcomes 17, 20, 24 (Poverty reduction and achieving the MDGs including Global Fund projects)	Evaluation Manager	Evaluation Manager
Strategic positioning issues	Evaluation Manager	Evaluation Manager and Lead Consultant
Operational and management issues	Evaluation Manager	Evaluation Manager and Lead Consultant

8. THE EVALUATION PROCESS

The evaluation will be conducted according to the process approved by the IEO, as set out in the ADR manual. The main elements of the process are summarized below. The evaluation consists of four phases.

Phase 1: Preparation. The IEO will prepare the reference documentation with the support of the Country Office and will receive the information from the Regional Office and other central administrations. The Evaluation Manager and the Lead Consultant conducted a preparatory mission to São Tomé between 23 and 27 March 2015, and held interviews with the Country Office, Government representatives and other national stakeholders. The objectives of this mission were to: (i) ensure that the key stakeholders understand the aim, the process and the methodology of the evaluation; (ii) obtain the point of view of key stakeholders on all the important questions to be addressed in the evaluation; and (iii) determine the scope of the evaluation, its approaches, timetable and the parameters for choosing the ADR evaluation team.

The preparatory mission led to the drawing up of these ToRs, which were communicated to key stakeholders for comments.

Phase 2: Data collection and analysis. This phase will start in mid-May 2015. An evaluation matrix will be drafted with detailed questions and data collection and verification procedures in order to guide the data collection process. The following process will be followed:

- Activities prior to the mission: The members of the evaluation team will conduct a desk review of reference documents and will prepare a summary of the context and other elements of evaluative e, and will identify the ToC to achieve the outcomes, the specific questions for evaluating outcomes, the gaps and issues required for validation during the data collection phase in the field.
- Data collection mission: The evaluation team will make a visit to the country to collect data. The total duration of this visit is estimated at three weeks, between 18 May and 5 June 2015. Data will be collected in accordance with the approach set out in Section 6 and the description of responsibilities in Section 7.

Phase 3: Summary, report drafting and examination of outcomes. On the basis of the outcome papers, the Evaluation Manager and the Lead Consultant will summarize the data.

The first draft of the ADR report will be prepared and submitted to the IEO's internal quality control process. Once this stage has been completed, the first draft will be sent to the Country Office and the RBA for correction of factual information. The second draft, incorporating the factual corrections, will be shared with national stakeholders for review.

The draft report will then be shared during a feedback workshop, during which the evaluation results will be presented to the main national partners. This workshop will also provide the opportunity to examine opportunities to encourage greater ownership by national stakeholders in order to capitalize on the lessons learned and the recommendations of the report and to strengthen UNDP's accountability to its national partners. The final report will be prepared taking into account the discussions during the feedback workshop. The UNDP Country Office in São Tomé and Príncipe will prepare the management response to the ADR under the supervision of the RBA.

Phase 4: Production, dissemination and monitoring. The ADR report and an executive summary will be widely distributed in both paper and electronic format. The evaluation report will be available to the UNDP Executive Board when the new Country Programme Document comes up for approval. It will be widely distributed by the IEO within UNDP as well as to the evaluation units of other international organizations, evaluation associations or networks, and research institutions in the region. The São Tomé and Príncipe Country Office and the Government will ensure that it is distributed to stakeholders in the country. The report and the response from management will be published on the UNDP website as well as in the Evaluation Resource Centre. The RBA will be in charge of supervising the implementation of the follow-up measures at the Evaluation Resource Centre.⁵⁷

⁵⁷ See: <http://erc.undp.org/>

9. ADR TIMETABLE

The provisional ADR* timetable and the responsibilities for the process are set out in Table 3.

Table 3: ADR Timetable		
Activity	Manager	Suggested timetable
Phase 1: Preparation		
Preparatory visit	EM/LC	23-27 March 2015
ToR for comments from the Country Office/RBA/ Government	EM	15 April 2015
ToR – final version approved by IEO	EM	End of April 2015
Phase 2: Data collection and analysis		
Preliminary analysis of available data and context analysis	EM/LC	Before 15 May
Data collection (main visit)	EM/LC	18 May - 5 June
Analysis, draft outcome papers	EM/LC	8-26 June
Phase 3: Synthesis and drafting the report		
Synthesis	EM/LC	July- August
1 st draft of ADR to be sent to IEO	EM/LC	14 August
1st draft of ADR for review by the Country Office and the Regional Bureau	EM/LC	26 August
2 nd draft for review by the national partners	EM/LC	21 September
Finalization of the report	EM/LC	October
Draft response from the Country Office management	Country Office	October
Stakeholder workshop	EM/LC/IEO/Country Office/Government	November/December
Phase 4: Production and follow-up		
Revision and formatting	IEO	December 2015/January 2016
Final report (with the response from the Country Office management) and Executive Summary	IEO/CO	December 2015 /January 2016
Dissemination of final report	IEO	Early 2016

Note: *This is an indicative timetable of processes and deadlines, and does not imply full-time commitment from the evaluation team during this period.

ANNEX 2: PEOPLE CONSULTED

Government of São Tomé and Príncipe

Abdul Barros, Director, Directorate General for Planning

Ailinado Carvalho, National Centre for Endemic Diseases

Alberto Pereira, President, National Electoral Commission

Americo Cravid Pereira Pinto, President, Câmara, Caué District

Amiley Pires dos Santos, Decentralization Directorate, Ministry of Public Administration

Ana Paula Xavier Aluim, Senior Technician, Ministry of Economy and International Cooperation

Anna Silva, Health delegation from the Autonomous Region of Príncipe

Arlindo de Ceita Carvalho, General Director, Directorate General for the Environment

Arnaldo de Sousa Pontes, Technician, Studies and Planning Directorate, Ministry of Agriculture and Rural Development

Avelino Quaresua, Criminal Investigation Police

Bartolomeu Fernandes, Director, National Centre for Health Education

Belizando Neto, Head of the Energy Directorate, General Directorate of Natural Resources and Geology

Benvindo, Programme Officer, Programme to Combat Malaria, Autonomous Region of Príncipe

Bonifacio Sousa, Programme Officer, National Programme to Combat HIV/AIDS, National Centre for Endemic Diseases

Carlos Castro, Head of the Bilateral Directorate, Ministry of Economy and International Cooperation

Carlos Filomeno Agostinho des Neves, Permanent Representative of São Tomé and Príncipe to the United Nations

Carlos Mecedes Dias, Council for the Prevention and Response to Disasters (CONPREC)

Cecilio Sacramento, Council for the Prevention and Response to Disasters (CONPREC)

Daisy Lorero, Gabinete de Registo e Informacao Publica

Dinga Cosla, Senior Technician, Ministry of Economy and International Cooperation

Dona Guiomar Costa, Director, National Drug Fund

Dudene Vaz Lima, Sanitation and Environment Engineer, General Directorate of Natural Resources and Geology

Edchilson Cravid, Head of the Geology and Mines Directorate, Ministry of Natural Resources

Edleide Cabral, Director of Cabinet of Lemba Town Hall

Elsa Cardoso, Director, National Institute of Statistics

Emilio Fernandes Lima, Administrator, Gabinete de Registo e Informacao Publica

Ernestina Menezes Neves, Executive Director, National Institute for Promotion and Equity of Gender

Esterline Genero, Head of the Multilateral Directorate, Ministry of Economy and International Cooperation

Fausto Neves, Poverty Observatory

Francisco Carlos Afonso Fernandes, Ambassador, Secretary General, Ministry of Foreign Affairs, Cooperation and Communities

Francisco Pina Gil, Secretary of Social Affairs, Autonomous Region of Principe

Genisio Cassandra, Director of Cabinet to the Economy Secretary, Autonomous Region of Principe

Gilberto Frota, Programme Officer, National Programme to combat tuberculosis, National Centre for Endemic Diseases

Gilmar Ramos, Director General of Natural Resources and Energy, Ministry of Natural Resources

Halmita Dominat, National Centre for Endemic Diseases

Ilza Elba Moreira, Director, Cabinet of the Ministry of Justice and Human Rights

Jean-Claude Fahe, Monitoring and Evaluation Officer for the National Programme to combat HIV/AIDS, National Centre for Endemic Diseases

Jitse Leal, National Institute for Promotion and Equity of Gender

Joao Alcourtara, National Centre for Endemic Diseases

Joao Vicente, Director, National Meteorological Institute

Jones Batisto, National Centre for Endemic Diseases

José Cardoso Cassandra, President, Autonomous Region of Principe

José de Deus Lima de Menezes, Head of the monitoring and evaluation of projects and programmes department, Ministry of Agriculture and Rural Development

José Luis M. de Jesus, Director, Information Systems Centre, National Assembly

José Luiz Onofre, National Meteorological Institute

Kilden Dos Santos, Director of Parliamentary Support Services and Documentation, National Assembly

Kilsa Boa Morte, Director, Decentralization Directorate, Ministry of Public Administration

Ladislau Frederico d'Almeida, Ambassador, Director of International Cooperation, Ministry of Economy and International Cooperation

Leonel Pontes, President, Higher Institute of Health Sciences

Louis Neto Barbosa, Council for the Prevention and Response to Disasters (CONPREC)

Manuel Valentim Trovoada, Director of Cabinet of the President of the Autonomous Region of Principe

Martinho Castelo David, Deputy Director, Criminal Investigation Police

Milda B. Nata, Advisor, Cabinet of the Ministry of Justice and Human Rights

Nadia Viegas, Senior Technician, Ministry of Economy and International Cooperation

Nilton Garrido, Director of Studies and Planning, Ministry of Agriculture and Rural Development

Olimpia Aragao, Vice-President, Higher Institute of Health Sciences

Onofre Marques Fernandes, Technician,
Studies and planning directorate, Ministry of
Agriculture and Rural Development

Paulo de Rosario, National Centre for
Endemic Diseases

Pedro Moria Dos Santos Andrade, Director
of Administration and Finances department,
National Assembly

Policarpo Freitas, President, Câmara,
District of Lobata

Raimundo Carvalho, Senior Technician,
Ministry of Economy and International
Cooperation

Rui Trindade Seca, Council for the
Prevention and Response to Disasters
(CONPREC)

Quintino de Espirito Santo, Director of
Cabinet of the President of the Court of
Audit

Silvino Palmer, Economy Secretary,
Autonomous Region of Principe

Valtes dos Santos, National Centre for
Endemic Diseases

Velasio Amado, Criminal Investigation
Police

Wilson Bragança, Director general,
Directorate General for Planning

UNDP

Agostinho De Sousa, Monitoring and
Evaluation of the National Malaria Control
Programme, UNDP

Antónia Daio, Assistant to the Resident
Representative, Operations, UNDP

Antonio Viegas, Assistant to the Resident
Representative, Programme, UNDP

Anylton Viegas Fernandes, Finance and
Administration Assistant, former
Assistant/Project Coordinator in Caué,
UNDP

Cosme Dias, Platform Coordinator, Early
Warning Project, UNDP

Idrissa Sanoussi, Senior Economist, UNDP

Jose Salema, Resident Coordinator of the
United Nations System and UNDP Resident
Representative for São Tomé and Príncipe

Laurent-Mascar Ngoma, Programme officer,
Director of the Environment and Sustainable
Development Unit

Liudmir Neto, Finance and Administration
Assistant, Early Warning Project, UNDP

Mamisoa Rangers, Programme Manager,
Global Fund Project Support Unit, UNDP

Milu Aguiar, Programme Analyst, UNDP

Sabina Ramos, Programme Analyst, UNDP

Teodora Soares Lima de Sousa, Monitoring
and Evaluation of the Programme to Combat
Tuberculosis and HIV/AIDS, UNDP

United Nations Organizations, international partners and other donors

Adelino de Costa, Director of
Communication, UNICEF

Ainhoa Jaureguibeitia, Deputy
Representative, UNICEF

Angela de Barros Lima, Director of the
Child Protection Programme, UNICEF

Antonio Machado, Cooperation Director,
Portuguese Embassy

Carlos Alberto Rodrigues Trigueiros,
Technical Assistant, Cabinet of the National
Authorising Officer of the European
Development Fund

Claudina Cruz, Programme Officer for the National HIV Programme, WHO

Digene Pires Dos Santos, Programme Officer, World Food Programme

Flavio Antonio Soares da Gama, Resident Country Economist, African Development Bank group

Hazaro Sousa, Doctor/Epidemiologist, World Health Organization

José Carlos de Araujo Leitao, Ambassador, Brazilian Embassy

José Manuel Carvalho, Programme Officer, UNFPA

Luis Manuel Bonfim, Health Specialist, UNICEF

Lurdes Pires de Santos, ILO Focal point

René Zitsamele-Coddy, Representative, World Health Organization

Civil society, private sector

Adalberto Luis, Cocoa Quality Director, Zatona Adil

Amur Amado Umbdina, Cabinet “Women and Families”, Autonomous Region of Príncipe

Arlindo Bandeira Ferreira de Albuquerque, President of the Community Agricultural Association of Praia das Conchas

Armindo Mendes Gomes, Vice-President of the Community Agricultural Association of Praia das Conchas

Célia Posser, President, Human rights and gender platform

Deodata Capela, Centre for Public Integrity

Dionisio Amado, Director, Zatona-Adil

Armindo Mendes Gomes, Treasurer of the Community Agricultural Association of Praia das Conchas

Field Visits

Lobata: Ecological house, Community Agricultural Cooperative of Praia das Conchas

Água Grande: Tuberculosis awareness campaign, health centre

Príncipe: Praia Burra (community of fisherfolk), San Antonio (people living with HIV/AIDS), Porto Real (people living with tuberculosis)

Caué: Beneficiaries of microcredit and income-generating activities

Monte Cafe

Lemba: Beneficiaries of the HIV/AIDS programmes, community health centres

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ANNEX 4. MANAGEMENT RESPONSE TO THE ADR RECOMMENDATIONS

General comments: UNDP's programme in São Tomé and Príncipe produced tangible results in the three areas on which its efforts were focused. However, there is scope for further progress in order to improve the effectiveness of UNDP's assistance. In terms of the quality of UNDP's contribution, its Programme was aligned with the priorities and needs of STP for the two programme cycles. Efforts must be made to improve efficiency and sustainability. Overall, although UNDP's Country Programme is efficient, it is weakened by the lack of synergies between interventions. In terms of sustainability, there has been some capacity building, but national ownership remains difficult, notably due to the high turnover of civil servants.

environment and sustainable development to work together in synergy as a strong team to advance innovative proposals for the planning and implementation of development interventions, and introduce cross-cutting working methods and interventions in order to promote intersectorality.

Response from the Country Office management: Country Office management accepts this recommendation. It is, however, important to note that last November, as part of the preparations of the new Country Programme for 2017-2021, the Resident Representative started discussions on the approaches to develop within and between units in order to create and facilitate a synergy in development interventions.

Key actions	Timetable	Units in charge	Monitoring*	
			Current situation	Comments
1.1 Organize monthly meetings of the specialist teams in order to work in a more integrated manner and allow for greater synergy between interventions.	From January 2016	Programme-Analysts and programme specialists	Ongoing	
1.2 Share experiences between specialist teams within the Country Office and with UNDP national partners in order to apply integrated approaches that are more likely to facilitate the building of partnerships with local authorities and stakeholders.	Quarterly (from 2016)	Programme/Operations units		Actions to be followed in conjunction with action 1.1
1.3 Improve communication between the various components through improved programme management mechanisms	Continuous	ARR/P et ARR/O		Actions to be followed in

				conjunction with action 1.1 and 1.2
Recommendation 2. UNDP should refocus its Country Programme and its areas of intervention in order to reduce dispersion and the segmentation of programmes and projects, and to allow it to embark on innovative poverty reduction processes.				
Response from the Country Office management: The Country Office management accepts this recommendation and will take it into account during the evaluation exercises to be launched with its implementing partners for the design, formulation and development of the new Country Programme 2017-2021. Learning and knowledge development will undoubtedly lead to UNDP refocusing its development interventions.				
Key actions	Timetable	Units in charge	MONITORING	
			Current situation	Comments
2.1 Implement a multi-sectoral approach based on a broader paradigm of reducing income and non-income poverty in order to refocus UNDP's action within the context of its programme and within each section.		Programme Unit Analysts and specialists national partners – Sectors responsible for thematic areas		
2.2 Adopt innovative approaches in aspects that will generate employment and improve the income of poor sectors of the population in order to refocus UNDP's action within the context of its programme and within each pillar.	Quarterly, from February 2016	Programme-Analysts and specialists; Gender Focal Team from the Country Office		Capitalize to share, enhance and generate change
2.3 Make governance and gender promotion a cross-cutting approach that impacts on the entire programme.		National partners – Governance Group		

Recommendation 3. Continue the policy dialogue with government partners with the aim of consolidating achievements and continue to work together to strengthen democratic governance by focusing on judicial reform and support for the decentralization process; poverty reduction by focusing on the role of local authorities in partnership with NGOs in the promotion of income-generating activities; and environmental management that also contributes to reduce poverty.

Response from the Country Office management: The Management of the Country Office accepts this recommendation and will take it into account during the evaluation exercises to be launched with its implementing partners for the design, formulation and development of the new Country Programme 2017-2021. However, it is important to note that this dialogue is continually ongoing, notably through the advocacy work of the Resident Representative.

Key actions	Timetable	Units in charge	Monitoring	
			Current situation	Comments
3.1 Continue advocacy work pursuing high-level political dialogue with political decision-makers, not only at the national strategic level, but also at the level of the local authorities.	Quarterly	Management team (RR, ARR/P)		High-level coordination committee (Ministry of Foreign Affairs, Ministry of Economy and Cooperation, Ministry of Finances and Public Administration and RR)
3.2 Conduct more advocacy work, training and support for local authorities, in partnership with NGOs, so that they can contribute to poverty reduction, taking into account their local specificities and the aspirations of their respective populations	Continuous	Programme-analysts and specialists		
3.3 Carry out advocacy work and pursue judicial reform	First quarter of 2016	Programme Specialist in charge of Governance ARR-Programme		
Recommendation 4: UNDP should make gender equality an integral aspect of its Country Programme in São Tomé and Príncipe from the design stage, during implementation and in the monitoring and evaluation.				

Response from the Country Office management: The Management of the Country Office accepts this recommendation and will take it into account during the design, formulation and development of the new Country Programme 2017-2021.

Key actions	Timetable	Units in charge	Monitoring	
			Current situation	Comments
4.1 Define a clear strategy with clear directives for the implementation of gender equality.	Continuous	Programme-Analysts and specialists; - Gender focal team from the country office National partners – Governance Group		
4.2 Include gender equality as a cross-cutting area in the various projects of the Programme	Continuous	Programme - Analysts and specialists; Gender focal team from the Country office National partners – Governance Group		Always take the gender dimension into account
4.3 Consolidate the monitoring and evaluation system that will include a specific section of evaluating gender equality	During the 1 st half of 2016	Programme unit		The Office management team is currently discussing the creation of the Monitoring and Evaluation Unit within the new office structure.
Recommendation 5: Greater attention should be paid to sustainability in the future programme. This will require the definition of suitable exit strategies and adequate capacity building of partner institutions.				

Response from the Country Office management: The Country Office management accepts this recommendation and will take it into account when defining its strategy during the design, formulation and development of the new Country Programme 2017-2021.

Key actions	Timetable	Units in charge	Monitoring	
			Current situation	Comments
5.1 Build capacities and promote partner ownership in order to increase the sustainability of results		Programme - Analysts and operations specialists		
5.2 In the future programme ensure that the risks and mitigation strategies are clearly described, in particular detailing post-project strategies.	Continuous	Programme - Analysts and specialists		Capitalise to share, enhance and generate change
5.3 Develop and/or strengthen robust and effective development partnerships with government partners at the central level, and operational partnerships at the local level.		Programme-Analysts and specialists		
Recommendation 6: Strengthen partnerships with national NGOs and improve these partnerships with a long-term plan, where possible, as well as providing project exit strategies taking into account the continuity of their role.				
Response from the Country Office management: The Management of the Country Office accepts this recommendation. This involves developing a specific strategy for NGOs, to be taken into account during the design, formulation and development of the new Country Programme 2017-2021.				
Key actions	Timetable	Units in charge	Monitoring	
6.1 Draft a clear strategy to strengthen and broaden partnerships with NGOs, going further than contracts for operational tasks.			Current situation	Comments
6.2 Extend interaction with NGOs, currently limited to the area of health, to other key areas such as poverty reduction or increasing				

democratic governance with the involvement of a stronger civil society.					
6.3 Support the development of NGOs with a clear strategy across all thematic areas and at the macro, meso and micro levels.	From 2016	Programme - Analysts and specialists			
Recommendation 7: UNDP should design and implement a monitoring and evaluation system for its Country Programme in São Tomé and Príncipe to strengthen its results-based management.					
Response from the Country Office management: The Management of the Country Office accepts this recommendation. This will entail creating an effective monitoring and evaluation group, including the presence of national partners.					
Key actions	Timetable	Units in charge	Monitoring		
			Current situation	Comments	
7.1 From the design stage of projects and programmes, define the monitoring and evaluation system through a system of measurable indicators that fall within the strategic results framework	From 2016	Programme - Analysts and specialists			
7.2 Adopt a monitoring and evaluation mechanism that also formulates recommendations to improve the results-based management, and put them into practice	Continuous Quarterly meeting (from 2016)	Monitoring and evaluation group			
7.3 Strengthen the capacities of government partners to benefit from the information provided by the Programme's monitoring and evaluation system.	Continuous	Monitoring and evaluation group			In accordance with 4.3

* The implementation status is monitored electronically in the ERC.



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United Nations Development Programme
Independent Evaluation Office
220 East 42nd Street, New York, NY 10017 USA
Tel. : (646) 781-4200 Fax : (646) 781-4213
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