



**UNITED NATIONS  
CABO VERDE**



## **A Little Goes a Long Way**

**Evaluation of Cabo Verde's United Nations Development Assistance Framework (UNDAF) 2018 - 2022**

**REPORT**

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# Evaluation of Cabo Verde’s United Nations Development Framework (UNDAF) 2018 – 2022

Submitted to the United Nation’s Resident Coordinator Office (RCO) in Cabo Verde

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This report is the responsibility of the evaluators and does not necessarily reflect the views of the UN Cabo Verde, the Government of Cabo Verde or any other organization or persons consulted. The evaluation team assumes responsibility for the interpretation and analysis in this report.



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## List of Acronyms and Abbreviations

<b>CCA</b>	Common Country Assessment
<b>CSO</b>	Civil Society Organisations
<b>DaO</b>	Delivering as One
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organization
<b>FGD</b>	Focus group discussions
<b>GBV</b>	Gender Based Violence
<b>GDP</b>	Gross Domestic Product
<b>GEF</b>	Global Environment Facility
<b>ICCA</b>	Cabo Verdean Institute of Children and Teenagers
<b>INE</b>	National Statistical Institute
<b>ILO</b>	International Labour Organization
<b>IOM</b>	International Organization for Migration
<b>JO</b>	Joint Office
<b>JWP</b>	Joint Work Plan
<b>LNOB</b>	Leave No One Behind
<b>MAF</b>	Management and Accountability Framework
<b>M&amp;E</b>	Monitoring and Evaluation
<b>NEET</b>	Not studying, not working or attending vocational training
<b>OECD</b>	Organization for Economic Co-operation and Development
<b>PEDS</b>	Strategic Plan for Sustainable Development
<b>PEMDS</b>	Strategic Municipal Plans for Sustainable Development

<b>RBM</b>	Results Based Management
<b>RC</b>	Resident Coordinator
<b>RCO</b>	Resident Coordinator Office
<b>SDGs</b>	Sustainable Development Goals
<b>SERP</b>	Socio-economic Recovery Plan
<b>SIDS</b>	Small Island Developing States
<b>SIGOF</b>	Integrated Budget and Financial Management System
<b>ToC</b>	Theory of Change
<b>TOR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNDAF</b>	Development Assistance Framework
<b>UNCT</b>	United Nations Country team
<b>UNDG</b>	United Nations Development Group
<b>UNSDS</b>	United Nations Sustainable Development System
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations International Children's Emergency Fund
<b>UNEG</b>	United Nations Evaluation Group
<b>UNFPA</b>	United Nations Population Fund
<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>WHO</b>	World Health Organization
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UNCTAD</b>	United Nations Conference on Trade and Development
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>UNEP</b>	The United Nations Environment Programme

## 1 Executive Summary

1. The Cabo Verde United Nations Development Assistance Framework (UNDAF) 2018-2022 is the instrument that articulates the commitment of the United Nations to support Cabo Verde to realize its development agenda and attainment of the Sustainable Development Goals (SDGs). The six UNDAF outcomes comprise the following five pillars of cooperation: (1) Sustainable development of human capital (2) Sustainable management of natural resources and biodiversity (3) Economic transformation, and sustainable and inclusive growth, (4) Governance, public policy and justice, and (5) Mobilization, coordination, and efficiency of development resources. Fifteen UN agencies are currently participating in the UNDAF.

2. To support the implementation of the UNDAF, its Common Budgetary Framework estimated a total amount of USD 96,106,908. By 2021, the UNDAF secured USD 76,336,625 (86%) of the planned budget in the annual Joint Work Plans (JWPs).

3. With the approach of the final year of the implementation of the UNDAF, the Resident Coordinator Office of the United Nations in Cabo Verde (RCO), on behalf of the United Nations Country Team (UNCT), the Government of Cabo Verde and the Evaluation Steering Committee, commissioned an independent evaluation of the UNDAF. The purposes of the evaluation were: (i) to ensure accountability of UN actions to stakeholders; (ii) to provide lessons learned and deliver clear recommendations to inform the development of the next cycle; and, to serve for decision making on UN actions and/or partnership at all levels (UNCT, national Government, other UN partners in country, United Nations Development Coordination Office (UNDCO) and Agencies at regional and global level, etc.).

4. The evaluation findings and a more extensive presentation of the evaluation team's conclusions and recommendations are provided in the report. Following are a summary of the key conclusions and recommendations of the evaluation team.

### Main conclusions

5. **The UNDAF achieved a satisfactory performance rating.**<sup>1</sup> The cooperation framework for UNDAF was highly relevant to the needs and context of Cabo Verde. While complementarity can be improved and duplication reduced, overall the portfolio was implemented satisfactorily in terms of coherence. Effectiveness was satisfactory in 3 pillars but only moderately satisfactory in the Planet and Prosperity pillars. The UNDAF was implemented with a moderately satisfactory level of efficiency. Overall, the progress in SDG implementation to which the UNDAF contributed is likely to be sustained, subject to economic recovery in the aftermath of the COVID-19 pandemic crisis.

6. **The UN's comparative advantages were recognised as highly relevant in Cabo Verde and crucial to the country's development.** The most relevant UN's comparative advantages in the national context are: UN consistency and reliability; its partnership and resource mobilisation ability; its function as a knowledge hub; the mainstreaming of gender and LNOB.

7. **The UN has responded relevantly to changes in national priorities and additional requests when planning and implementing the UNDAF, most notably, in its response to the COVID-19 pandemic.** The UNCT's efforts to direct their funds and interventions harmoniously and concertedly towards a rapid response to the COVID-19 health emergency resulted in a highly relevant SERP.

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<sup>1</sup> The evaluation team used the UNEG rating scale (1-6) to rate the performance of the UNDAF. The description of the rating scale can be found in the Annex Volume section 2.4 of Chapter 2.

**8. The UNDAF has made significant progress towards the realization of its outcomes, as a contribution to the achievement of SDGs in Cabo Verde.**

- In the **People** pillar, the UNDAF contributed significantly to improving access to basic public services in the areas of health, education, food security and nutritional services, and access to social and child protection services. This contribution applies both with respect to the population in general and with respect to vulnerable groups (including women and girls) in particular. Interventions resulted in more targeted support to vulnerable groups through social protection coverage, improved care for the elderly through the National Care Plan, increased social awareness and legal protection for children through the Child Protection Law and the Plan for the Prevention and Combating of Sexual Violence, and contributed to the elimination of malaria.
- In the **Planet** pillar, the UNDAF contributed to improving the national capacity to manage natural resources and biodiversity, climate change adaptation and mitigation, and disaster risk reduction. Important interventions include water desalination for agriculture, expansion in the access of renewable energy and the production of the Nationally Determined Contribution (NDC) update in 2021.
- In the **Prosperity** pillar, the UNDAF's interventions contributed to promoting the creation of decent work through, for example, targeting employability and entrepreneurship (trained employment centres, trained youth, JOVEMPREGO). Despite targeting the right population the intervention had modest discernible effects and the follow-up of the trained beneficiaries was limited. Interventions were not aligned with any vision of where the country's economy was heading (and should head), nor with how best to leverage the UN comparative advantages to boost economic transformation. Gap in in partnerships civil society (private sector and NGOs) was also a factor. The UNDAF also contributed moderately to improving job creation in in the blue economy and improvements to the tourism sector. Although the performance of the agriculture sector worsened during the current UNDAF, the UN contributed to the agriculture sector through, for example, interventions that improved agricultural yield.
- In the **Peace** pillar, the UNDAF made an effective contribution to the implementation of Results Based Management (RBM) in public administration and a strong contribution to improving Government accountability and transparency. For example, the support strengthened Parliament's ability to exercise legislative and budgetary oversight, the public's access to national budget execution and the legislative process (e.g. SIGOF and Open Parliament). The UNDAF contributed to promoting the participation of CSOs in the whole governance cycle and introduced approaches to participative management in the public sector. The UNDAF made a moderate contribution to improving access to justice. Important examples of effective changes include the increased representation of women in national and local assemblies due to the parity law, which was supported by the UN through both advocacy and technical support, and the increase in the rate of paternity cases resolved by the courts.
- In the **Partnership** pillar, the UNDAF made a substantive contribution to improving national and local capacities for mobilizing and managing partnerships and funding for implementing the SDGs/PEDS. The UNDAF's support in the preparation of municipal plans and the establishment of the Platform for Local Development and 2030 Objectives was a significant contribution. The UNDAF also facilitated several South-South cooperation, such as with China and Cuba, Youth Connect Africa, INE-global via the UN Governance Centre in Oslo and partnerships through the Pro-PALOP programme. Though NGOs implemented UNDAF's interventions, civil society has not been sufficiently used as a resource for following-up on



programmes, policies and the PEDS. There were gaps in partnerships for funding and in specialised partnerships.

9. **Gender and human rights were strongly and consistently promoted through the UNDAF's planning and implementation.** The UN made relevant contributions at institutional and behavioural change level. The parity law contributed effectively to increased representation of women in national and local assemblies. Cross-cutting national and sectorial gender plans and strategies have been implemented e.g. National Gender Equality Plan; gender sensitive state budget; gender strategy in the fishery and agriculture sectors. The consistent GBV awareness campaign contributed to lower cases of GBV.

10. **The absence of a common M&E plan and culture significantly limited the ability of the UNCT to monitor UNDAF's progress, achievements and risks.** Although there has been an effort to implement the UN INFO system, the UNCT has not yet consolidated a joint M&E mechanism for the UNDAF, resulting in the absence of a coordinated and sustained effort by the UNCT to ensure the multiple interventions of the annual JWPs are leading towards the intended results for the country. The risk assessment made during the planning of the UNDAF was limited and the absence of a common M&E restricted the integration of a consistent mechanism for risk assessment, which could have created the opportunity to devise and implement mitigating measures.

11. **The main factors that contributed to the realization of the UNDAF outcomes,** and to their net benefits over time were:

- The participatory approach to planning and implementing the UNDAF, agreement between the UNCT and the Government on priority areas, interventions for the annual JWPs, and partnerships for implementation: these collectively led to effective processes underlying the operationalization of the UNDAF.
- Good alignment between (i) the UNDAF, (ii), UN programming principles (iii) Government policies and political will to make the UNDAF implementation successful, (iv) the policies supported by other development partners, and (v) the socio-political development in the Cabo Verdean society, which has supported the central role of the national Government in promoting inclusive and sustainable development.
- The public sector has the stability and the capacity to absorb the capacity building support provided by the UNDAF, which also improves the sustainability of results.
- The UNDAF's funding level and budget were realistic, according to the history of development aid in Cabo Verde and UN contribution from agencies' own budgets.
- The production of analytical work during the current UNDAF, informing programmes, the implementation of Government's policies supported by the UNDAF and the UN and Government's response to the COVID-19 pandemic.<sup>2</sup>

12. **The main factors that limited the realization of the UNDAF outcomes** were:

- The impact of the COVID-19 pandemic, which shifted focus and resources away from UNDAF implementation and towards the socio-economic and health response to the pandemic.

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<sup>2</sup> Examples of analytical work under the current UNDAF, most in partnership with the Government, are: The 2021 Voluntary National Review, 2020 CCA, the 2020 Socio-Economic Impact Assessment of COVID-19 PCNA + Phase 1, 2020 Impact of the COVI-19 in Gender Inequality, Cabo Verde: 2020 Update to the first Nationally Determined Contribution (NDC).

- Poor knowledge management limited learning and the possibility to improve UNDAF's performance. There have not been enough learning activities in the UN to improve programmes, identify gaps (e.g. in strategy and partnerships), exchange knowledge and experiences, improve programmatic and cross-sectorial synergies. The consequent gaps in perspective were exacerbated by observability deficit arising from the monitoring and evaluation weaknesses.
- Insufficient cooperation and harmony among UN agencies. While agencies cooperated closely during the UNDAF planning and the elaboration of the annual JWPs, they tended to operate independently when it came to the implementation of the JWPs
- Gaps in specialised partnerships, especially for economic diversification and to improve the results in the Planet pillar to better adapt interventions to the country's socio-economic context. The analysis for the financial need to advance Cabo Verde's 2030 commitment in the NDC<sup>3</sup> indicates that much realism is needed to align interventions in the Planet pillar with the country's resources and very limited external funding.
- Heavy, slow and sometimes unclear administrative procedures of some agencies adversely affected the efficiency of the UNDAF's implementation. This was compounded by the instability due to the rapid rotation of the leadership of the JO and the multiplicity of portfolio management approaches. As the CCPD evaluation noted, the change management that took place in the JO with the 2018 UN reform has not been developed after the UN delinking process. This was reflected in the lack of a Resident Representative and Deputy Representative in the Office in the last three years.<sup>4</sup>

13. **Strategic coordination between the UNCT and development partners, and between them and the government was limited.** The absence of a nationally led coordination body with development partners has resulted in both missed opportunities to create synergies between programmes and in an absence of shared strategies for key areas such as economy, environment and climate change.

14. **Most stakeholders strongly support the UN reform process, although its implementation remains incomplete.** Most stakeholders from the Government, UNCT and development partner groups noted that the 2018 reform has not yet reached its full potential in the country. However, stakeholders from all groups regard the strengthened and empowered RC and RCO as a positive factor both for the Government and the work of the UN in the country.

**The UNDAF low budget execution rate (74%) reflects inefficiencies in implementation.**<sup>5</sup> In a high-capacity environment such as Cabo Verde, where Government budget execution rates are in the high 90%, the UN is expected to achieve better performance.<sup>6</sup>

**The net UNDAF contribution is a long-term positive and sustainable effect on SDG implementation in Cabo Verde.** The overall UN upstream engagement on policies and approach to strengthening institutions and capacity building across sectors has significantly contributed to the implementation of the PEDS. The UN support contributed to improving the capacities of the public administration to

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<sup>3</sup> 2020 Update to the first Nationally Determined Contribution

<sup>4</sup> See: 2022, Independent Country Program Evaluation, Cabo Verde, Finding 28 (p. 61) and Conclusion 9 (p.78).

<sup>5</sup> The conclusion on budget execution rate applies for the portfolio level aggregate. Individual agency level performance may be different.

<sup>6</sup> Information on budget implementation can be found in the website of the Ministry of Finance and Banco CV.

deliver services in several areas key to the SDGs (education, health, social protection, nutrition and food security, justice system, energy, water and sanitation). It also strengthened government strategic planning to better align with the SDGs. Raising state capacity and ownership of the SDGs was critical for sustainability of results. In the pillar areas, the sustainability of results is assessed as likely, more so in the People, Peace, and the Partnership pillars.

**The sustainability of the UNDAF's results depends on the pace of economic recovery from the COVID-19 pandemic.** The COVID-19 pandemic significantly increased poverty and inequality in the country. However, the Government has clear ideas of priorities, namely, improved governance, reduced poverty and inequalities and economic recovery and development. Civil society and donors recognize the new social and economic reality in Cabo Verde and agree on the priorities for the way forward with the PEDS II.

**The sustainability of the UNDAF's contributions in the areas of human rights and gender is high.** Poverty and inequalities remain significant challenges for the country's development, including issues identified as directly related to gender. At policy and budget level, the Government made clear commitments through the PEDS II to prioritise the most vulnerable groups. There is political will by the State to advance in the implementation of Cabo Verde's internationally agreed commitments and UN Conventions and Treaties, availability of resources being a restrictive factor.

**The vision for the UN support for UNDAF centred around a strategy of increasing the capacity of the Government and public administration as a means to achieve SDG targets.** The UNDAF strategy was not only a UNCT vision, but a shared vision that created cohesion among the UNDAF partnership – UNCT, the Government and donors. This vision has been operationalized from past to the current UNDAF. The capacity building approach to operationalise such vision has also endured – a fragmented portfolio fit to flexibly support the Government's need for capacity development.

**The COVID-19 crisis challenged the premisses of the UNDAF strategy as the context for partners changed, becoming much more challenging.** The national and global crisis issuing from the pandemic disrupted the socio-economic developments of the country and exacerbated inequality and poverty, clearly exposing the country's economic vulnerability while reasserting its social cohesion. . The crisis made it evident that the partnership needed to broaden to tap into more funding (the UNDAF and the PEDS have too few donors). It also shifted the perception of the role of civil society in promoting social and economic development. Civil society can no longer be seen as secondary players but as active actors and partners for reducing inequality, promoting economic recovery, and, eventually, development.

**The RC leadership and RCO coordination among agencies during the COVID-19 crisis was a lesson learned about how powerfully effective the UN/UNDAF can be when the UNCT acts in a concerted manner i.e. as One.** The lesson for many was that when the UN plan and act in a coordinated way, there are more synergies in their action, the support is speedier and more effective and more resources can be mobilized/accessed/leveraged/sourced. It also shows that fuller implementation of the 2018 UN reform can be beneficial to the Government and to the direct beneficiaries.

## **Main Recommendations**

**Reduce overlapping and duplication of efforts with interventions implemented by other partners.** In this regard, the Government should establish and lead a coordination platform to enable strategic discussions in areas and sectors between the Government, the UNCT, municipal authorities, civil society and development partners. The RCO should support such effort by coordinating the meetings.

**Apply joint implementation to joint programming.** The UNCT should establish common management for joint programmes and avoid agency silos. Where requirements from donor limit the ability of to establish formal joint management, adopt informal approaches to operate jointly to the extent possible e.g. jointly develop programme strategy, joint M&E, ongoing joint meetings with segregated reporting.

**Improve monitoring and evaluation of the UN support.** In the spirit of the 2018 reform, create a M&E interagency group with the capability to lead the agencies' M&E needs; develop a common M&E plan, including risk assessment and evaluation plan. Elaborate a ToC, logical framework and SMART indicators for the UNSDCF outputs and outcome indicators. The RC should lead coordination of M&E<sup>7</sup> and the Representatives of all agencies need to require the use of the UN INFO, to populate both indicators and financial information.

**A fragmented portfolio of small projects should no longer characterize the UN support.** The portfolio should be characterized by joint, flagship programmes that contribute directly and meaningfully to more structural transformations and results. The UNCT/RC will need to refocus the funding mobilisation strategy to on the flagship projects. This will improve coherence and free capacities in UN agencies and implementing partners to support improve synergies, implementation and M&E.

**Recruit a permanent Representative to represents the JO agencies, in order to consolidate the strategic management, continuity and stable leadership of the JO**

**The RCO should establish and coordinate a knowledge management and information system for the UNCT,** including monthly learning meetings based on an agenda of topics prepared by the RCO. Lessons learned/M&E of interventions should be included in the programme. Meetings should be open to relevant participants outside the UNCT.

**Improve UNDAF's budget execution.** Devise measures to improve budget execution to reach at least 90% and monitor these measures. This should be shared with the RCO, who should collate and analyse the information, promote learning and drive the implementation of improvement measures.

**For the next UNSDCF, consider:**

- Expanding the partnership with municipal authorities, CSOs, NGOs and the private sector to use the full range of resources to accelerate economic recovery, reduce extreme poverty and inequality in the country, and to follow up on programmes and policies.
- Once a shared strategy for the UN support is agreed, jointly develop strategies for the key sectors with the Government, development partners, municipal authorities, private sector, NGOs and CSOs. Strategies built jointly create common visions for the development of sectors, promote synergies and avoid working in silos. The common sectorial strategies need to consider the comparative advantages that each partner can bring to the key sectors/areas.
- Mobilize specialized agencies to assist the Government and civil society in devising strategies for the private sector, including to revert the recent trend in the growth of informal work in the formal sector. When implementing projects to promote employability and entrepreneurship ensure a follow-up.

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<sup>7</sup> The Management and Accountability Framework (MAF) states: "The RC leads and supports the UNCT in the development, monitoring and reporting of the UN Cooperation Frameworks."

- Develop a funding strategy for the PEDS II to apply continuous effort to diversify the funding sources (e.g. UN and development banks' trust funds).

## 2 Introduction

15. The United Nations Development Assistance Framework 2018-2022 (UNDAF) is a strategic, medium-term results framework that articulates the commitment of the United Nations to support Cabo Verde. It describes the collective vision and response of the UN system to the national development priorities and results. It aims to ensure the alignment and integration of the 2030 Agenda with the framework of national objectives, reinforcing the interconnections with the global and regional agendas to which Cabo Verde has committed itself. The UNDAF was planned to be implemented as a close partnership driven by the principle of mutual accountability. It is guided by the common goals of ensuring a better quality of life for the population, reducing inequalities and inequities, and leaving no one behind.

16. With the approach of the final year of the implementation of the UNDAF, the Resident Coordinator Office of the United Nations in Cabo Verde (RCO), on behalf of the United Nations Country Team (UNCT), the Government of Cabo Verde and the Evaluation Steering Committee, commissioned the final independent evaluation of the cooperation framework (this document).

17. As stated in the Terms of Reference (TOR), the main objectives of the evaluation of the UNDAF are to assess its relevance, the results achieved, the processes that have led to the achievement or non-achievement of the results, and the collective comparative advantages of the United Nations system in the country. The evaluation aims to be a valuable contribution to inform the UN's priorities and positioning for the planning of the next UNSDCF 2023-2027. It also seeks to provide recommendations and ways forward towards the Cabo Verde 2030 ambition of continuing the path to sustainable development.

18. The UNDAF evaluation took place between October 11 2021 and February 25 2022. The fieldwork in Praia took place from 15 November to 4 December 2021 and was carried out by the evaluation team.

19. This report presents the findings, conclusions and recommendations of the UNDAF evaluation. The findings are presented in seven chapters representing the main evaluative criteria and questions in the ToR plus UNDAF's Theory of Change (ToC). The report has one annex volume, which contains the results of the online survey carried out as part of the evaluation data collection, a full description of the evaluation methodology, the tools used by the evaluation team to collect data, the list of persons consulted, a bibliography, the UNDAF's results framework, and the evaluation TOR.

## 3 The Cabo Verde UNDAF 2018-2022

20. In January 2006, in response to the recommendations of the TCPR (Triennial Comprehensive Policy Review) and ECOSOC, the Executive Committee of the United Nations Group for Sustainable Development and the Government of Cabo Verde agreed to establish a Single United Nations office, formally called the Office of the United Nations Funds and Programmes in Cabo Verde and currently known as the Joint Office of UNDP, UNFPA and UNICEF (JO). Cabo Verde thus became the first and, to date, only country in the world to have a joint office for these agencies. This has proven to be a new and innovative approach, a greater architecture of change, regarding the UN's presence<sup>8</sup>.

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<sup>8</sup> Extracted from [UNSDG | UN in Action - Cabo Verde](#).

21. In 2007, under the strong leadership of the Government, which showed its determination to strengthen the UN's operational activities at both the local and national levels, the country and the United Nations agreed to pilot the Delivering as One (DaO) approach. DaO brought a new approach to cooperation, with a UN focused on greater harmonization and on optimising the impact of its collaboration in Cabo Verde.

22. On January 1, 2008, Cabo Verde graduated to a middle-income country. The act that marked this transition out of the archipelago of Least Developed Countries took place on December 27, 2007, with the official delivery by the Government (to the then Secretary General of the UN), of the Information Report on this graduation process. The report contained the essential points of the declaration of the UN assistance for the Transitional Period (GAT), the challenges ahead for Cabo Verde as one of the Small Island Developing States (SIDS) and the Government's expectations for the postgraduate period.

23. In the context of the global 2030 agenda, the United Nations Development Group (UNDG) identified four programming principles under the central motto of "Leave No One Behind" (LNOB), which entails reaching the poorest of the poor and combating discrimination and rising inequalities within and amongst countries, and their root causes. The LNOB principles are: (i) human rights, (ii) gender equality and empowerment of women, (iii) sustainability and resilience, and (iv) accountability. These principles are grounded in the United Nations Charter and international treaties and standards.

24. In June 2016, with technical assistance from the United Nations system in Cabo Verde, the Government held a high-level dialogue with United Nations Country Team (UNCT) to discuss the process of integrating the Sustainable Development Goals (SDGs) into national planning. This meeting provided an opportunity for strategic briefing and in-depth discussion. Later that year, following a participatory process with significant support from the United Nations and other development partners, national authorities presented the Strategic Plan for Sustainable Development (PEDS) 2017-2021, which lays the foundation for sustainable development in Cabo Verde.

25. In 2017, independent experts developed the Common Country Assessment (CCA) through a consultative approach with the Government, key national and international stakeholders, and other partners. The CCA laid out the key challenges and opportunities for achieving the SDGs at the country level and supported the development of the UN Development Assistance Framework 2018-2022 (UNDAF). The UNDAF was developed under the leadership of the One UN Joint Steering Committee, co-chaired by the Minister of Foreign Affairs and the Resident Coordinator (RC), together with 17 resident and non-resident UN agencies, funds and programmes.

26. As such, the UNDAF 2018-2022 is a strategic medium-term results framework that articulates the joint commitment of the United Nations to support Cabo Verde. It describes the collective vision and contributions from agencies, funds, and programmes to the national development priorities and results.

27. The UNDAF was intended to reflect the Government's Programme for the IX Legislative term (2016-2021), the PEDS 2017-2021, and the priorities of the SAMOA Pathway responding to the specificities of the Small Island Developing States (SIDS). The UN Reform Agenda also inspired the UNDAF, emphasizing a unified UNCT and DaO approach "One Program, One Leader, One Budget Framework, One Office and One Voice".

28. The structure of the UNDAF 2018-2022 was based on Cabo Verde's commitment to the five pillars of the 2030 Global Agenda for Sustainable Development and the SDGs: People, Planet, Prosperity, Peace, and Partnership. It revolves around 5 axes of cooperation: i) Sustainable development of human capital; ii) Sustainable management of natural resources and biodiversity; iii) Economic transformation, and sustainable and inclusive growth; iv) Governance, public policy and justice; v) Mobilization, coordination, and efficiency of development resources.

29. These axes are developed around **6 outcomes** expected to be achieved by 2022.<sup>9</sup> These are:

- a. The population of Cabo Verde, particularly the most vulnerable, have improved access to, and use more, quality health, education, food security and nutritional services, and benefit more from social and child protection services, that are inclusive and gender sensitive, throughout their life cycle.
- b. The population of Cabo Verde, particularly the most vulnerable, benefit from enhanced national and local capacity to apply integrated and innovative approaches to the sustainable and participative management of natural resources and biodiversity, climate change adaptation and mitigation, and disaster risk reduction.
- c. The population of Cabo Verde of working age, particularly women and youth, benefit from decent work through economic transformation in key sectors, leading to more sustainable and inclusive economic development.
- d. The population of Cabo Verde benefit from a system of democratic governance and public administration that is more effective, transparent, participative, and gender sensitive.
- e. The population of Cabo Verde, particularly women, youth and children, benefit from increased human security, improved social cohesion, and a responsive and inclusive justice system and law application institutions, that lead to the fulfilment of human rights.
- f. Cabo Verde has improved national and local capacities for the mobilization, coordination and efficient management of partnerships and funding for development, including South-South, triangular, and decentralized cooperation.

30. The UNDAF aims to support national policies and sectorial programs identified in the PEDS, particularly in the areas of health, education, food security and nutrition, children protection, social protection and inclusion, focusing on the UN comparative advantages.

### 3.1 UNDAF Budget and Expenditure

31. The UNDAF's Common Budgetary Framework estimated a total budget of USD 96,106,908 to support its implementation. The budget includes the combined UN projected available programme resources as well as the expected resources to be mobilized jointly by the UN System and the Government of Cabo Verde. UNDAF's financing comes from multilateral and bilateral development partners and agencies' core funds, and global and vertical funds mobilised by the UN Cabo Verde.<sup>10</sup>

32. As shown in the following table, by 2021 the UNDAF secured USD 76,336,625, 86% of planned total budget in the JWPs. At the time of the signing act of the UNDAF in October 2017, only

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<sup>9</sup> The UNDAF's objectives and indicators can be found in Chapter 5 of the Annex Volume attached to this report.

<sup>10</sup> JWPs 2018-2021.



40% of this budget was available and the rest remained to be mobilized. The UNDAF expenditure by November 2021 was USD 56, 692,315, 74% of the total available funds.

**Table 1: UNDAF's budget and expenditure by pillar (Jan 2018-Nov 2021)**

Pillar	Planned budget in JWP	Available budget	Expenditure
PEOPLE	22,202,853	18,555,148 (84%)	14,786,114
PLANET	25,129,398	22,048,109 (88%)	15,069,117
PROSPERITY	25,679,637	23,502,849 (92%)	18,473,843
PEACE	11,119,426	7,927,482 (71%)	5,471,110
PARTNERSHIP	4,616,337	4,303,037 (93%)	2,892,131
<b>TOTAL</b>	<b>88,747,651</b>	<b>76,336,625 (86%)</b>	<b>56,692,315</b>

Data source: Data extracted from the UN INFO system, provided by the RCO<sup>11</sup>

33. The annual available budget, funding gap and expenditure are shown in the table below. In 2020 the UNDAF mobilized the highest level of funding to meet planned budget (94%) and achieved the highest rate of execution (83%), during the most severe year of the crisis arising from the COVID-19 pandemic. The lowest execution rate was during the first year of the UNDAF implementation, as shown in the table below.

**Table 2: UNDAF budget and expenditure Jan 2018-Nov 2021, per year (in USD)**

	2018	2019	2020	2021	Total
<b>Total budget</b>	20,599,490	21,117,387	21,068,347	25,962,427	88,747,651
<b>Available budget</b>	17,448,209	16,296,411	19,760,348	22,831,657	76,336,625
<b>Funding gap</b>	3,151,281	4,820,976	1,307,999	3,130,770	12,411,026
<b>Funding gap rate</b>	15%	23%	6%	12%	14%
<b>Expenditure</b>	11,969,975	12,245,988	16,434,298	16,042,054	56,692,315
<b>Execution rate</b>	69%	75%	83%	70%	74%

Data source: Data extracted from the UN INFO system, provided by the RCO

34. Most of the UNDAF's fund has been allocated to the People (24%), Planet (29%) and Prosperity (31%) pillars, as shown in the table below. The People and Prosperity pillars achieved the highest budget execution rates during the first three years of the UNDAF's implementation (80% and 79% respectively).

**Table 3: Percent of the UNDAF allocation and execution rates, by pillar (Jan 2018-Nov 2021)**

	Allocation by planned budget	Allocation by available budget	Execution rate
PEOPLE	25%	24%	80%

<sup>11</sup> The evaluation team had no access to the UN INFO system. All the data extracted from the system was therefore provided to the evaluation team by the RCO.

<b>PLANET</b>	28%	29%	68%
<b>PROSPERITY</b>	29%	31%	79%
<b>PEACE</b>	13%	10%	69%
<b>PARTNERSHIP</b>	5%	6%	67%

Data source: Data extracted from the UN INFO system, provided by the RCO

## 3.2 UNDAF Strategy

35. The evaluation team derived the UNDAF’s strategy, or Theory of Change (ToC). The analysis for developing the UNDAF strategy was based on the CCA of 2017<sup>12</sup> and the UNDAF 2018-2022 document. In addition, the evaluation of the previous UNDAF 2012-2017 was an important reference. The 2016 Gender Scorecard, which assessed the previous UNDAF’s status in terms of gender mainstreaming, informed the development of the UNDAF strategy in 2017. The results of both the evaluation and the Gender Scorecard were integrated into the CCA. The ToC analysis is also informed by the indicators in the UNDAF’s results framework and the JWPs 2018-2021.

36. The UNDAF ToC was discussed in two dedicated workshops with stakeholders from the UNCT and the Government and in a focus group discussion with members of civil society. The ToC discussion took place in the initial phase of the data collection field mission. Stakeholders validated the ToC and discussed many aspects of the strategy, deepening the team’s understanding of its operationalisation. The performance of the strategy is discussed in the next chapter (section 5.6), and summarised in section 6.7 of the conclusions.

### *Development changes the UNDAF 2018-2022 sought to make*

37. The UNDAF seeks to support the Government of Cabo Verde, municipalities and private and civil society organizations in improving practices, policies and legal frameworks in the priority areas of education, health, social protection, environment, disaster risk and climate change mitigation, employment conditions, justice and public administration. A key strategic element is to mainstream inclusiveness, particularly of women, girls and youth.

38. Its strategy seeks to achieve its development outcomes by building the capacities of the public sector and, to some extent, the civic sector in Cabo Verde

39. Analysis of the activity programmes in the JWPs 2018-2021 found that most activities are directly related to strengthening institutions and capacity building of the Government, municipal authorities, public administration, and to a lesser extent, of civil society organisations. The UNDAF capacity building model, as represented in the JWPs, holistically addresses the organisational, institutional and professional dimensions of capacity development. The UNDAF’s funding of capacity building covers products, equipment and materials and costs associated with creation or expansion of public structures and services.

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<sup>12</sup> The 2017 CCA was conducted by the UNCT in collaboration with the Ministry of Foreign Affairs and Ministry of Finance of Cabo Verde. The CCA provides a multidimensional analysis of the development situation of Cabo Verde, identifying the most significant development opportunities, challenges, opportunities and risks for the country, both during the assessment period and on the way forward.

40. The UNDAF capacity building includes training programmes; provision of technical assistance from within and from outside the UNCT; organization of meetings and consultations; production and dissemination of information, sensitization and advocacy materials and campaigns; support to host and participate in national and international conferences; support in the implementation of pluriannual plans; network facilitation and facilitation of South-South and Triangular cooperation. It includes production/revision of studies, diagnostics, evaluations, plans, protocols, regulations, codes, laws, strategies, and provision of related equipment and materials.

41. The UNCT mobilizes a partnership to fund, plan, implement and deliver the UNDAF. This partnership comprises donors, Government at national and local levels, public institutions, public administration and civil society organizations. The UN programming principles permeate the capacity development approach and thus directly affect governance and the public sector's service delivery in the UNDAF's strategic areas. **The UNDAF is the result of a partnership and a capacity development and service delivery model moulded to that partnership and imbued with the UN programming principles.**

42. The UNDAF strategy positions the UNCT as a resource for building capacities of the public and civic sectors, offering UN global, regional and national expertise, experience, network, and managerial and implementation capacities. By building the capacities of the public and civic sectors, the UNDAF seeks to improve governance and public sector performance. The enhanced ownership approach to delivery demands joint commitment and cooperation to improve performance, effectiveness and sustainability of the UNDAF results. This presupposes that the public and civic sectors integrate resources provided by the UNCT/UNDAF into their institutions and organisations to effect the envisioned changes and ensure their sustainability. Success of the UNDAF contributes to the realization of SDGs.

43. The premise of the UNDAF's strategy is that "Partnership at all levels harvests ownership of UNDAF by partners, which in turn contributes to sustainable changes in governance and public sector performance to deliver the SDGs." "Partnership at all levels" entails consensus, commitment and cooperation at technical and political levels in the public sector. The bases supporting the premise are:

- i. The Government of Cabo Verde's expressed need for developing their capacities and for partners to assist them in this endeavour.
- ii. The Government and donors' commitment to dedicate resources to develop capacities in the areas identified with the UNCT as gaps i.e. UNDAF pillars, programme areas and UN programming principles.
- iii. The Government, donors and participating CSOs maintain a consensus that an integrated capacity development approach and partnership-based model (UNDAF) can effectively assist the public sector in delivering better services in strategic priority areas.

44. The above premise, together with its supporting bases, can be understood as the UNDAF ToC, schematically represented in Figure 1 below.

### *Roles*

45. The roles partners play in the delivery of UNDAF's strategy and results are described in Table 4 below. This includes the roles played by UNCT, Government, CSOs, donors and other partners.

### *Sphere of influence*

46. The 5 table below shows which factors are within each partner group's direct control, indirect control or outside of its influence.

#### *Assumptions and risks*

47. The outcome results set forth in this UNDAF consider a number of assumptions for their achievement. These are:

- i) Macroeconomic stability and good governance
- ii) Continued political engagement with the 2030 Agenda and the SDGs
- iii) Favourable legal and institutional frameworks
- iv) The maintenance or establishment of new sectoral partnerships
- v) The need to reinforce more strategically the institutional and civil society organizations' capacity and to take enabling measures to promote a culture of results-based management.
- vi) In the spirit of the "Leave No One Behind" principle, the engagement of local government, private sector and civil society organizations will be crucial to the achievement of results in an equitable manner at national level.

48. The internal and external risks UNDAF considers are

i. Internal risks:

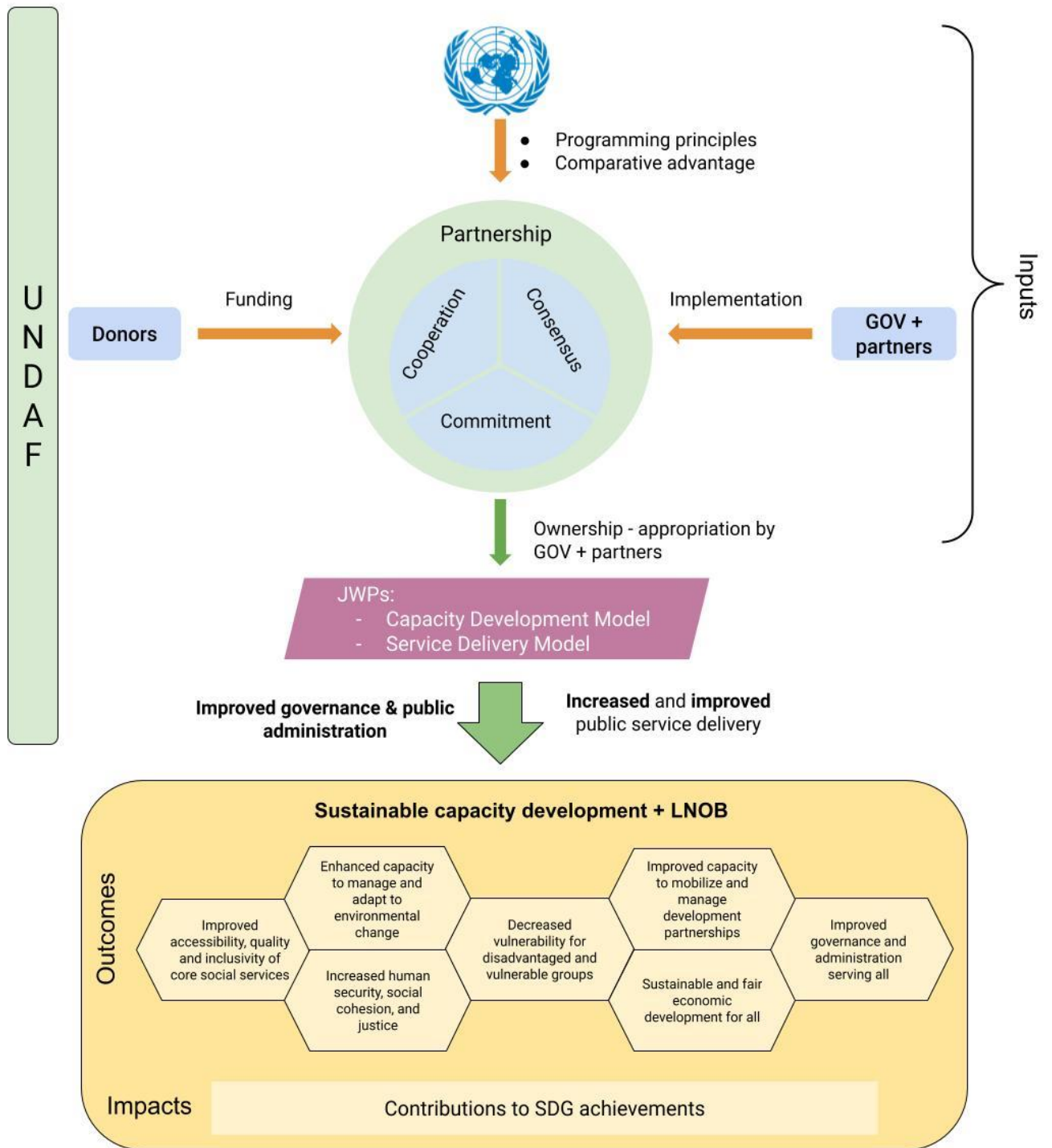
As an archipelago, Cabo Verde is susceptible to natural disasters, territorial fragmentation and regional inequalities among the different islands. This feature may lead to:

- High transaction costs of interventions.
- Uneven benefits from interventions among the population, especially the most vulnerable.
- Deeply rooted social behaviour in some sectors of the population that particularly affect health and education, conservation of natural resources and biodiversity, gender equality and protection against violence in all its forms.

ii. External risks:

- International economic shocks may affect the mobilization of resources and the financing sector of the country.
- Increase in the instability, at central and decentralized level, of partners in the civic sector (CSOs, private organisations), significantly affect the success of interventions.

Figure 1: UNDAF ToC



**Table 4: Partners' roles in the UNDAF**

	Analysis	Planning	Implementation	Coordination	Resource mobilisation	Process management	Reporting and ongoing communication of results	M&E	UNDAF Evaluation
<b>RC/O</b>	Full	Full	None	Full	Full	None	Full	Full	Full
<b>UNCT</b>	Consult	Full	Full	Full	Full	Full	Full	Full	Consult
<b>National Government</b>	Full	Full	Full	Full	Full	Full	Full	Full	Consult
<b>Municipal authorities</b>	Full	Full	Full	Full	None	Full	Full	Full	Consult
<b>Participating CSOs &amp; Private Sector (UNDAF)</b>	Consult	Full	Full	Full	Full	Full	Full	Consult	Consult
<b>Non-participating CSOs &amp; Private Sector</b>	Consult	Consult	Consult	Consult	Consult	Consult	Consult	Consult	Consult
<b>Development partners (donors)</b>	Consult	None	None	Consult	Full	None	Consult	Consult	Consult
<b>Development partners (South-South, trilateral, others)</b>	Consult	Full	Full	Full	Full	Full	Consult	None	Consult

Note: "Full" partner mean they participate in all or most aspects of UNDAF's project cycle. "Consult" are partners consulted on specific tasks.

**Table 5: Sphere of influence of UNDAF's partnership**

	Analysis	Planning	Implementation	Coordination	Resource mobilisation	Process management	Reporting and ongoing communication of results	M&E	UNDAF Evaluation
<b>RCO</b>	Direct	Direct	None	Direct	Direct	Direct	Indirect	Direct	Direct
<b>UNCT</b>	Direct	Direct	Direct	Direct	Direct	Direct	Direct	Direct	Indirect
<b>National Government</b>	Indirect	Direct	Direct	Direct	Direct	Indirect	Indirect	None	Indirect
<b>Municipal authorities</b>	Indirect	Indirect	Direct	Direct	None	Indirect	None	None	Indirect
<b>Participating CSOs &amp; Private Sector (UNDAF)</b>	None	None	Direct	Direct	None	Direct	Direct	Direct	Indirect
<b>Non-participating CSOs &amp; Private Sector</b>	None	None	None	Indirect	None	None	None	None	Indirect
<b>Development partners (donors)</b>	None	Indirect	None	Indirect	Direct	None	Indirect	None	Indirect
<b>Development partners (South-South, trilateral, others)</b>	None	None	Direct	Direct	None	Indirect	None	None	None

## 4 Evaluation purposes, approach and methodology

### 4.1 Evaluation purpose and scope

49. This section provides a summary of the objectives and methodology of the UNDAF evaluation. A detailed description of the evaluation purposes, scope, approach and methodology is included in the chapter 2 of the Evaluation Annex Volume.

50. The main purpose of the evaluation of Cabo Verde UNDAF 2018-22 was to produce an in-depth analysis of the relevance of the current UNDAF, the results achieved, the processes that have led to realization or non-achievement of results and the collective comparative advantage of the UN system in the country.

51. The evaluation addressed the following objectives: (i) to ensure accountability of UN actions to stakeholders; (ii) to provide lessons learned and deliver clear recommendations to inform the development of the next cycle; and, (iii) to serve for decision making on UN actions and/or partnership at all levels (UNCT, national Government, other UN partners in the country, UNDCO and Agencies at regional and global level).

52. The team assessed all the UNDAF thematic areas, including the five pillars (People, Planet, Prosperity, Peace and Partnership) and the programming principles, under the central motto of LNOB.<sup>13</sup> The evaluation covered the national territory of Cabo Verde (10 islands and all 22 municipalities). The temporal scope assessed was from the first quarter 2018 to third quarter of 2021.

53. The evaluation took place from October 2021 to January 2022. The field mission was conducted between 15th November to 4th December 2021. An Inception Report containing detailed information on the data collection coverage, proposed methodology, and the evaluation timeline and processes was submitted to and approved by the evaluation management team<sup>14</sup> before the field mission.

### 4.2 Evaluation approach and methodology

54. The evaluation methodology was designed with a participatory approach and as a contribution analysis based on the UNDAF's ToC. The evaluation focused on key questions following the standard criteria of the Organization for Economic Co-operation and Development's (OECD) of relevance, coherence, effectiveness, efficiency, and sustainability of results. The list of evaluation questions can be found in the Annex Volume, section 2.1.2. The evaluation methodology adhered to United Nations Evaluation Group norms and standards, including the UNEG Ethical guidelines for Evaluations.

55. The evaluation team collected primary and secondary data for the analysis of the UNDAF's ToC and to respond to the evaluation questions under each evaluative criterion. The following table presents a summary of the qualitative and quantitative methods used for analysing primary and secondary sources of information.

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<sup>13</sup> UNDAF programming principles: human rights, gender equality and empowerment of women, sustainability and resilience, and accountability.

<sup>14</sup> The RCO, on behalf of the UNCT, the Government and the Evaluation Steering Committee.

Summary of data collection methods and sources		
Source/method	Qualitative	Quantitative
<b>Primary</b>	<p>3 ToC workshops with stakeholders from UNCT, national Government and CSO, which took place on November 16, 17 and 18 in Praia.</p> <p>Semi-structured interviews with stakeholders from UNCT, national Government, municipal authorities, CSO and development partners. They took place from November 15 to December 6, 2021.</p>	<p>Online survey with stakeholders from UNCT, national Government, municipal authorities and CSO. The online survey was administered from November 13 to December 5, 2021.</p>
<b>Secondary</b>	<p>Document review of UNDAF related documents provided by the UN, development partners and civil society. UNDAF related documents found by the evaluation team's web-based research.</p> <p>Systematic review of evaluations of programmes under the UNDAF, UNCT annual reports, One UN reports; and selected national reports and publications.</p>	<p>Statistical national data.</p> <p>Data extracted from the UN INFO system on UNDAF indicators, budget and expenditures, provided by the RCO to the evaluation team.</p>

### Primary sources of information

56. The evaluation team consulted a total of 66 persons through individual interviews and three workshops. A list of stakeholders consulted can be found in the Annex Volume, chapter 2, section 2.5. The table below shows persons consulted by stakeholder groups and gender. The most part of the interviews were presential, in Santiago. Some interviews, with stakeholders from other islands or key stakeholders which were out of the country, were remote.

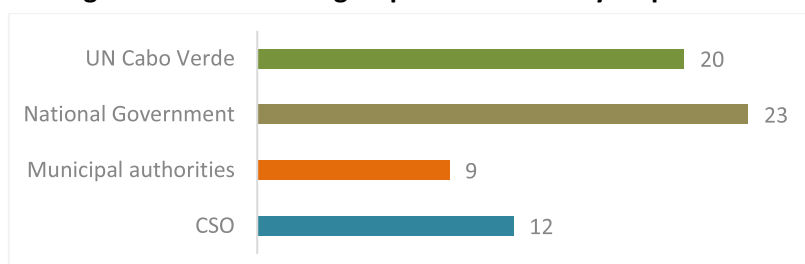
	Female	Male	Total	Percent by stakeholder group
CSO (NGOs and private sector organisations)	8	8	16	24%
Development partners	3	1	4	6%
National Government	10	16	26	39%
UN Cabo Verde	11	10	20	30%
Total	32	34	66	100%

57. The online survey, offered in Portuguese and English, was sent to 148 persons from four groups of UNDAF's stakeholders, as shown in the figure below. Sixty-four UNDAF stakeholders responded to the online survey (43% response rate). There were respondents from Fogo, Sal, Santiago, Santo Antão, São Nicolau, São Vicente although 80% of the respondents are from Santiago.



Most respondents (92%) reported that their institution or organisation implemented at least a project or programme within the scope of the UNDAF. The results of the survey can be found in chapter 1 of the Annex Volume.

**Figure 2: Number and group of online survey respondents**



### *Secondary sources of information*

58. **Document review.** A large body of documents directly related to the UNDAF, provided by the RCO, UNCT, Government, civic sector, and donors, were examined alongside other relevant contextual and background materials related to UNDAF pillars and UN principles. The list of works cited can be found in chapter 6 of the Annex Volume.

59. **A systematic review of evaluations of programmes under the UNDAF and other key documents** directly related to UNDAF's indicators and outcomes was carried out by the evaluation team (see Annex Volume, section 2.2.2).

60. **Quantitative data analyses.** The evaluation team collected and analysed statistical national data, available data from the UN INFO system provided by the RCO on UNDAF indicators, JWP implementation, budget and expenditures.

#### **4.2.1 Methodological Challenges and Limitations**

61. The timing of the evaluation, particularly the timeframe for the fieldwork, represented a methodological challenge for the evaluation, affecting data collection. The methodology for the evaluation was designed to collect information from stakeholders to validate the ToC of the current UNDAF in a participatory way through workshops. A final evaluation workshop was designed to validate the preliminary analysis of the information collected during fieldwork, and specially to discuss the findings in relation to the next cooperation framework.

62. Although the methodology and timeframe for data collection in Cabo Verde were discussed with the RCO, detailed in the Inception Report and approved by the evaluation management team, the evaluation team was not made aware of competing pressures on stakeholder time arising from concurrent events. The timeframe for the data collection coincided with a very busy period for the RCO, UNCT, national Government and development partners.

63. During the fieldwork for data collection, Government officials were closing the yearly accounts and planning the next Government budget to be submitted to Parliament in December. Senior Government officials were also attending the budget support meeting with development partners, and subsequently, they left Praia to attend a high-level UN sponsored conference in Sal. These competing priorities limited the participation of senior UNCT and national Government stakeholders in the ToC workshops and the number of senior Government officials the evaluation team were able to meet. It also made it impossible for the final evaluation workshop to take place, since most stakeholders were attending the aforementioned high-level UN sponsored conference. The cancelation of the final evaluation workshop particularly impacted the analysis for the next UN

cooperation framework. The plan for the final workshop was to use the preliminary findings for the next cooperation framework as a point of departure to gather more well defined information from which to produce the recommendations for the next UNSDCF, and to inform the elaboration of the UNSDCF's TOC. The final workshop was designed to enable stakeholder to reflect on a forward vision of the UN support in view of the lessons learned from the UNDAF evaluation. It was also designed to provide stakeholders with ownership of the recommendations for the UN support.

64. The UNCT organized a 2-day UNCT Retreat on 24-25 January 2022, in which the evaluation team was granted a brief slot (10 minutes) to present a, necessarily very brief, summary of the evaluation. The retreat did not provide an opportunity for the evaluation team and the attending stakeholders to engage in any discussion. The evaluation team was therefore neither able to validate the evaluation's finding, conclusions and recommendations nor to facilitate a discussion that could build upon the preliminary finding for the next cooperation framework.

65. At the inception phase of the evaluation, the team identified that the monitoring data for assessing the UNDAF's results framework was very limited. As a mitigating measure, the evaluation team agreed to: (a) collect and analyse statistical and qualitative data for assessing progress on the UNDAF's indicators, and (b) use the results of the Joint Office (UNDP, UNFPA and UNICEF) CCPD evaluation. The CCPD covers about half of the UNDAF's portfolio of activities, and the evaluation had sufficient resources to assess the indicators.

66. The evaluation team was informed that they would have access to the CCPD evaluation Draft Report in time to integrate its inputs into the analysis for the UNDAF's evaluation. The CCPD evaluation report became available in the final phase of the UNDAF evaluation, when the evaluation team were integrating the comments to the Draft Report provided by the UN Cabo Verde. The CCPD evaluation was reviewed by the evaluation team for triangulation of information.

## 5 Analysis and Findings

67. The data analysis and findings are presented in this chapter in seven sections, that address the group of agreed questions relating to the respective ToR evaluation criteria. The analysis draws on primary data collected during personal consultations carried out through workshops and interviews and the online survey with UNDAF's stakeholders. It also draws on secondary sources of information from the document review and statistical data.

### 5.1 Relevance

68. This section describes the analysis and findings for the following questions.

- To what extent did the UNDAF priorities align with the national development plans (PEDS) and 2030 Agenda?
- To what extent and in what ways have the comparative advantages of the UN organization been utilized in the national context? (Including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies.)
- How adequately has the UN during planning and implementation of the UNDAF responded to changes in national priorities and additional requests?

69. Based on the desk review and personal interviews, the evaluation team gathered substantial evidence that the **UNDAF priorities are aligned with both the national development plan (PEDS 2017-2021) and 2030 Agenda**. According to the document review, the JWPs show alignment with the PEDS. In addition, the UNDAF is consistent with the country needs identified by the Government Programme for the IX legislative term (2016-2021).

70. The UNDAF 2018-22 builds on five major priority areas of the 2030 Agenda, namely: People, Planet, Prosperity, Peace and Partnerships. These priorities are coherent with the PEDS.<sup>15</sup> It comprises five areas of cooperation (Sustainable human capital development; Sustainable management of natural resources and biodiversity; Economic transformation and sustainable and inclusive growth; Governance, public policies and justice; Mobilization, coordination, and resource efficiency for development).

71. Most stakeholders recognised the CCA priorities as relevant. The CCA 2017 identified needs and opportunities that informed the UNDAF strategy.<sup>16</sup> As such, the strategy for the UNDAF prioritised the strengthening of public administration and the development and implementation of public policies. According to most stakeholders interviewed and desk review, **the UNDAF provided relevant support to all the three PEDS strategic pillars** (economy, social and sovereignty) through the implementation of the annual JWPs.

72. All stakeholders consulted through individual interviews think that the UNDAF is fully aligned with the PEDS. **The 64 online survey respondents considered that the degree of the alignment varied by priority area**. The answers were spread across the eight priorities presented in the survey. No respondent said there was no alignment at all. An average of 53% of the survey respondents think UNDAF has a good alignment within the areas of health, education, decent work, environment, capacities for resource mobilization, biodiversity, climate change and disaster risk reduction. Fewer survey respondents, an average of 39%, think that there is alignment in the areas of food security and nutritional services, social and child protection services and human security and a responsive and inclusive justice system.

73. As the UNDAF is now four years into its implementation, it should be assumed that responses likely reflect the UNDAF operationalization more than its design.

74. In the interviews, several stakeholders mentioned a gap between the priorities set in the PEDS and some needs that are not yet fulfilled at the local level. An example often given was the development of policies and projects on “blue” or “digital economy”. Those were considered complex issues that could only apply in contexts where basic needs – such as food security, sanitation, affordable energy, etc – are already fulfilled, which is not always the case in Cabo Verde, especially in remote and rural areas. Besides, these were not strategic priorities identified in the UNDAF and hence not part of the core strategy.

75. This perceived gap by some stakeholders, between UNDAF’s strategic objectives and the local reality, could be partially explained by UNDAF’s focus on supporting the national Government and by the limited allocation of resources to the municipalities. The archipelagic nature and geographic isolation of the population, and the limited presence of UN in the country may also contribute to this perception.

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<sup>15</sup> The PEDS pillars are: economy, social, and sovereignty.

<sup>16</sup> The 2017 Common Country Analysis (CCA) was the main assessment document informing the development of the UNDAF 2018-2022. It was conducted by the UNCT in collaboration with the Ministry of Foreign Affairs and Ministry of Finance of Cabo Verde.

76. **The UNDAF was designed with a participatory and inclusive approach at the Government and UNCT levels.** Civil society organisations (CSOs) directly involved in the implementation of UNDAF projects reported limited participation in the upstream decisions during UNDAF's planning (strategic priorities and funding by pillar), but they reported participating in the planning of the annual JWPs. CSOs that do not implement UNDAF's projects, reported that they did not participate in UNDAF's planning and implementation.

77. Overall CSOs feel incomplete ownership of the UNDAF planning process as they do not participate in the prioritisation and funding distribution phases.<sup>17</sup> Such lack of ownership applies to both CSOs implementing UNDAF projects and those who have never participated in implementation. This finding is also evident in documents reviewed, where CSO representatives state that they do not feel represented in the Government and UNDAF upstream decision-making process.<sup>18</sup>

78. The UN work was considered crucial to the country's development by all stakeholder groups, especially by the national Government and municipal authorities. The different data streams showed that **the UNDAF strategy made good use of the UN comparative advantages in the national context**, including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies. Most of the online survey respondents (79%) specify that UN agencies' special mandates (specializations) have benefited the country.

79. The specific **UN comparative advantages** most frequently mentioned in the interviews and online survey were:

- **Consistency and reliability.** The UN has supported Cabo Verde's Government reliably for more than four decades, consistently focusing on the SDGs.
- **Partnership and resource mobilization.** The UN provides effective support to the Government for establishing partnerships as well as for funding and human resources mobilization.
- **Knowledge hub.** The UN provides expertise tested in different countries and sectors, bringing lessons learned and technical capacity in key areas.
- **Capacity building approach.** The UN focus on improving the capacities of public institutions and administration contributing to long-term results.
- **Grant nature of contributions.** The UN contribution in the form of grants, as opposed to loans, contributes to the country's public finance sustainability.
- **Gender and LNOB mainstreaming.** The UN consistently promotes gender mainstreaming and a LNOB approach in all sectors and through most of its activities.

80. There is a consensus that the **UN has responded adequately and effectively to changes and additional requests during UNDAF's planning and implementation.** Stakeholders generally agreed that the UN maintains a flexible approach and a permanent dialogue with the national Government, readily and effectively adapting planning and resources to the country's context in the face of

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<sup>17</sup> The Plataforma das ONGS participate of the ONE UN Steering Committee, which meets twice a year for the formulation and review of the planning and implementation of the JWPs.

<sup>18</sup> *Mapping Cape Verde's Civil Society*, 2020, p.102: "Around 60% of the respondent CSOs stated that their organisations have never been invited to participate in dialogue (formal or informal) with the Government concerning the identification, preparation, review, monitoring and/or evaluation of a policy, in the survey conducted on the scope of the elaboration of the report".

unexpected events. This has been the case in the UN response to drought, to a volcano eruption and to the COVID-19 health crises.<sup>19</sup> **The Agencies' efforts to direct their funds and interventions harmoniously and concertedly towards a rapid response to the COVID-19 health emergency were considered highly relevant.**

## 5.2 Coherence

81. This section describes the analysis and findings for the following questions:

- To what extent did the UNDAF complement other development interventions?
- To what extent did the UNDAF's programming principles align with the national development plans and 2030 Agenda?

82. The evaluation found evidence, through detailed document review and from the testimonies of stakeholders of good overall complementarity between the UNDAF and other development interventions, though there was some duplication of efforts.

83. Cabo Verde's main bilateral donors are Luxembourg, Portugal, Spain, and the United States. Some of the major multilateral partners are the United Nations, the European Union, the African Development Bank, the World Bank, and the International Monetary Fund. The JWPs and other documents analysed have shown that the United Nations has implemented and complemented these development partners' actions through funds and programmes such as the Green Climate Fund, the Global Environment Facility (GEF), the program Platforms for Sustainable Development and Goals 2030 in Cabo Verde, the projects PROPALOP-TL,<sup>20</sup> Action/Portugal,<sup>21</sup> among others.

84. **UNDAF has a good fit with other interventions in the country.** In the online survey, 45% of respondents stated that the UNDAF complements other development interventions quite well, while 21% stated there was little duplication and about a quarter (24%) reported not knowing whether UNDAF complements other interventions. Only 4-5% of Government and UNCT stakeholders stated that some UNDAF interventions clashed with others (e.g. competition for resources or conflicting goals).

85. Stakeholders provided examples to support their assessment of UNCT's efforts to complement activities under the UNDAF with other development interventions. Following are some of the examples:

- **Covid-19 joint response.** Cash transfer, implementation of social protection measures and food assistance in response to the COVID-19 crisis. A joint intervention that involved all UN agencies, the EU, the Portuguese Embassy and the World Bank, among other development partners.

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<sup>19</sup> In the online survey 62% of the respondents stated that UN fully adapted to change during planning phase, and 66% during implementation phase.

<sup>20</sup> Programme for Consolidation of Economic Governance and Public Finance Management Systems in Portuguese-speaking African Countries and East Timor.

<sup>21</sup> A project to strengthen social protection systems in Portuguese Speaking African Countries and East Timor.

- **Reuse of treated wastewater for irrigation.** The implementation of measures capable of increasing the resilience of the agricultural sector is a good example of complementarity between the UN, Spain, and Luxembourg.<sup>22</sup>
- **Professional insertion of youth and women programmes.** Strengthening employment and vocational training centres in the framework of employment and employability programmes (Project Jovemprego). Capacity building of informal market entrepreneurs and support to business formalisation with special focus on women (pilot project Sucupira 50). Both conducted in a partnership between UNDP, ILO, the national Government and Luxembourg.
- **National Care Plan<sup>23</sup>.** A national instrument targeting the needs of vulnerable groups, which has been prepared in coordination with multiple partners.
- **National Communication Strategy for child protection.** Communication and advocacy for the development of public policies that promote social and behavioural change involving UN agencies, civil society and private sector organizations.
- **Municipal Strategic Sustainable Development Plans.** A set of documents that contribute to the localisation of SDGs and result from the complementarity with the municipal authorities in the areas of food security, climate change, human rights, and decent employment.
- **Youth Connect Cabo Verde.** A major project of the Institute of Sport and Youth and the Joint Office, working closely with the Municipalities.
- **National Strategy for Disaster Risk Reduction (2018-2030).** Financed by UNDP, complementing the Government's response plan.
- **National Integrated Program on Drugs and Crime (2018-2023).** A reference document that will allow the adoption, management, monitoring and evaluation of actions to address the harmful effects of drugs and related crimes on individuals, families, business and civil society in general while contributing to the achievement of the SDGs.
- **Improved National Statistics.** Supporting INE in providing reliable and quality data in different areas.<sup>24</sup>
- **Publications in the field of human rights.** Several documents published in partnership with UN agencies.<sup>25</sup> Examples were provided of documents that have contributed to improving the alignment between law enforcement and respect for human rights in judicial services.<sup>26</sup>

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<sup>22</sup> Under the activity *Water management for resilient and sustainable agriculture in response to COVID-19 Santiago* (FAO, MAA, Farmers' associations, ANAS, INIDA), JWP 2021, Activity 2.1.1.7

<sup>23</sup> *Plano Nacional de Cuidados* is a legislation process in progress. It is a strategic document of the Government, which establishes objectives and goals to be achieved in implementing a care system in Cape Verde for vulnerable groups such as children, the elderly and the disabled.

<sup>24</sup> *Census 2021* is an example of important and reliable data produced by INE in the last years.

<sup>25</sup> International Convention on the elimination of all forms of racial discrimination, 2018; Convention on the rights of persons with disabilities, 2018; National Mechanism for the Prevention of Torture, 2021; Diagnostic study on the situation of LGBTI people in Cape Verde, 2020; Leave No One Behind Assessment, 2021 .

<sup>26</sup> Collection of Human Rights Conventions, 2020: the document brings together the texts of all the International and Regional Human Rights Conventions ratified by Cabo Verde. The aim is to raise awareness on the use of Human Rights Conventions in sentencing and other legal contexts.

- **Preparation of “Cabo Verde Nationally Determined Contribution (NDC)”**.<sup>27</sup> A strategic document resulting from the cooperation between the national Government, Luxembourg Cooperation (LuxDev) and UNDP.

86. The online survey respondents identified some duplications in terms of thematic areas (gender portfolio, public administration reform and Integrated National Financing Framework support) and beneficiary groups targeted by the UN agencies. A few stakeholders felt that the pre-condition of aligning UN with Government’s plans sometimes promotes interventions that target the same sectors. In reality, the issue is not necessarily the alignment but targeting activities to the same group. In their perspective, this is to the detriment of more pressing matters.

87. UNCT and Government stakeholders emphasized that excessive intervention in public administration sometimes burdens the beneficiaries with extra activities (training, events, workshops), at the expense of productive work in their ministries.

88. During personal interviews, stakeholders from different groups expressed the need to create a common vision for Cabo Verde’s sustainable development that is inclusive of the inputs from the different social sectors. Stakeholders yearn for a space to share experience and information, avoid duplication of effort and also to achieve better complementarity among development partners.

89. **To improve the UNDAF partnerships’ complementarity, the stakeholders interviewed suggested** the following: (i) regular meetings between the Government and international partners, facilitated by the RCO; (ii) a mapping of development partners expertise by sectors; (iii) a mapping of beneficiaries needs per sector to capitalize on their participation in capacity building initiatives and other events; (iv) the creation of knowledge sharing spaces led by one stakeholder and co-managed by specific partners according to the sector; and, (v) inclusion of the UN in the Budget Support Group to improve coordination in areas of direct budget support, such as innovative financing and climate.

### **Programming Principles**

90. The UNDAF programming principles defined in the partnership framework document are: i) human rights, ii) gender equality and empowerment of women, iii) sustainability and resilience, iv) and accountability. These principles underpin the motto "Leave No One Behind" and should be incorporated through an integrated approach that combines actions in different areas with different stakeholders.<sup>28</sup>

91. **The PEDS and the Government’s Programme for the IX legislative term are also aligned with the 2030 Agenda.**<sup>29</sup> The 2030 Agenda is a commitment undertaken by all UN member states to end poverty and hunger, realise the human rights of all, achieve gender equality and the empowerment of all women and girls, and ensure the protection of the planet and its natural resources. The UNDAF programming principles are fully aligned with 2030 Agenda.

92. Evaluations and studies carried out in the areas of gender, human rights, decent work and vulnerable groups, **demonstrate alignment between the UN programming principles and the national Plans and 2030 Agenda.**

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<sup>27</sup> The Cabo Verde Nationally Determined Contribution document addresses the reasons for updating the 2015 NDC in the context of Climate Ambition 2030. It presents Cabo Verde's concrete contributions to Mitigation and Adaptation and the perspective of climate governance for this purpose.

<sup>28</sup> UNDAF document.

<sup>29</sup> “Audit of the State of Readiness for the Implementation of the 2030 Agenda” (Auditoria do Estado de Preparação para a Implementação da 2030 Agenda). Court of Audit, December 2021, p.32, para. 58.

93. The evaluation validated that the JWPs were structured around the UNDAF programmatic principles and that these were integrated into all planned activities. UNCT stakeholders interviewed also confirmed integrating these principles into their annual work programmes.

94. Most stakeholders (97%) responding to the online survey confirmed that UNDAF applies its programming principles. Most (52%), especially CSOs and national Government, stated the UN programming principles are applied very well while 45%, mostly from UNCT and municipal authority groups, felt they were applied moderately well.

95. The Gender Analysis Report developed under the JO's Common Country Programme 2021 evaluation states that "the Joint Office Cabo Verde financial commitment to gender equality and women's empowerment in its programming has been weak in the current CPD cycle."<sup>30</sup> The assessment refers to the gender marker attached to the funding under JO's programmes.

### 5.3 Effectiveness

96. Effectiveness was addressed by these questions:

- What progress has been made towards the realization of UNDAF outcomes as a contribution to the achievement of SDGs in Cabo Verde? (To what extent the UNDAF contributed to the implementation of human rights and achieving gender equity and equality in Cabo Verde?)
- Which are the main factors that contributed to the realization or non-realization of the outcomes, and to their net benefits over time? Were there any impacts of the COVID-19 pandemic on the UNDAF?
- Did the UN undertake appropriate risk analysis and take appropriate actions to ensure that results to which it contributed are not lost? How were risks and assumptions addressed during the implementation of programmes and projects?
- How well has the UN used its partnerships (with civil society/private sector/national and local Government/parliament/national human rights institutions/gender equality advocates/international development partners) to improve performance? Has there been any gap in external partnerships and strategic alliances to plan and deliver the UNDAF?

#### 5.3.1 Progress in realizing UNDAF's outcomes

97. The UNDAF has made some contribution to improving access to basic public services in the areas of health, education, food security and nutritional services, and access to social and child protection services. For many individuals interviewed and for most online survey respondents (76%) this contribution applies both with respect to the population in general and with respect to women and girls in particular. Stakeholder groups are broadly aligned in their assessment. However, an average of 21% of the online survey respondents do not know if improvement in basic services has any link to UNDAF.

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<sup>30</sup> 2021, Gender Analyses Report JO Cabo Verde: "69.61% of the programme expenditure (\$19.05 million) has been assigned to GEN1 outputs, 18.87% to GEN2 outputs (\$5.17 million), 9.01% to GEN0 outputs (\$2.47 million), and only 2.51% to GEN3 outputs (\$0.69 million)".



98. Studies confirm stakeholders' assessment that these public services have improved moderately during the current UNDAF period. Cabo Verde has already reached the nutrition target for 2025.<sup>31</sup> A number of studies<sup>32</sup> have identified substantive gaps in the health system. However, the health sector has realized recognizable improvements in and it has coped with the COVID-19 pandemic, a recent increase in HIV infections and an increase in cases of malaria.<sup>33</sup> Studies show that progress has been made in the education sector, with younger pupils performing significantly better by most metrics.<sup>34</sup>

99. There are gender discrepancies, the largest is secondary and higher education, where women make up a significantly higher proportion of students graduating. A large part of the student population still forgoes education beyond secondary school in favour of finding employment, as is the case in many countries.<sup>35</sup> During the current UNDAF, there has been a large increase in social protection coverage (from 5,000 to 28,000 families) as the Government has been making sizable investments to expand coverage.<sup>36</sup> In terms of Government expenditure classification by functions, in 2019, the last year for which this information is available, the social protection function was the top focus in the structure of primary public expenditure (42.7%), followed by the health (16.6%) and education (11.1%).<sup>37</sup>

100. For many stakeholders, the improvements in basic social services and in public administration were tested by the COVID-19 health, social and economic crises. The Government response to the COVID-19 crisis showed that the public sector and public administration were able to mobilize partnerships to adapt educational and health services to the pandemic context in a speedy manner. It also showed that the public policy instruments that have been developed under UNDAF, such as the Single Social Registry (*Cadastro Social Único*)<sup>38</sup> and the Assessment of Leave No One Behind (LNOB), were readily used to target social protection coverage (e.g. financial, food security, educational support and psychosocial support) at the most vulnerable groups.

101. Some stakeholders interviewed and about 59% of the online survey respondents think that the UNDAF has made at least some contribution to improving the *national* capacity to manage natural resources and biodiversity, climate change adaptation and mitigation, and disaster risk reduction. The same contribution at *local* level only happened for 31% of survey respondents. However, 29% of stakeholders, particularly from the national Government group, stated not knowing whether UNDAF has contributed to changes in these areas.

102. In line with its commitment to the implementation of the Enhanced Transparency Framework (ETF) established under the Paris Agreement, Cabo Verde has put forward its first Nationally Determined Contribution (NDC) in 2015, updated in 2021. The updated NDC and other studies manifest the Government's strong political will and commitment to achieve its vision of

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<sup>31</sup> Referring to WHO indicators on nutritional status of children under 5 years old, see 2020 *Common Country Analysis*, p. 19.

<sup>32</sup> See, for example, 2020 *Common Country Analysis* and "Joint External Evaluation of Key RSI Capabilities" (Avaliação Externa Conjunta das Principais Capacidades do RSI). WHO, Mission Report, 4-8 November 2019.

<sup>33</sup> 2021 *Voluntary National Review*, pages 65-67

<sup>34</sup> 2021 *Voluntary National Review*, see particularly pages 70-72.

<sup>35</sup> Ibid.

<sup>36</sup> UN Cabo Verde Country Results 2020.

<sup>37</sup> Main Aggregates of Public Administrations. Public Expenditure Statistics – 2020 (Principais Agregados das Administrações Públicas. Estatísticas da Despesa Pública), INE.

<sup>38</sup> The Single Social Registry in Cabo Verde is an instrument for registration that consolidates information about all citizens in need of social benefits, as long as the target group defined by the Government meets the criteria of the benefit to be received.

inclusive sustainable development and policy commitments to the Paris Agreement. They highlight the substantial challenges the country faces in meeting its commitments due to geography (SIDS), existing capacities and resources. Overall, the conclusion to date is that Cabo Verde has mobilised domestic funding to achieve its 2030 contributions to the Paris Agreement but needs to rely on international support in terms of technology, capacity-building and finance.<sup>39</sup> Despite the significant financial gap identified in the NDC update, Cabo Verde is not taking advantage of climate finance to invest in Planet-related SDGs, partly due to the lack of indicators and the complexity of this type of financing.<sup>40</sup>

### 5.3.2 Governance

103. Overall there is clear recognition by all stakeholder groups that UNDAF has thus far made an effective contribution to the implementation of Results Based Management (RBM) in public administration. This was rated strong or moderate by 41% and 39% respectively of survey respondents. Many stakeholders provided examples of UNDAF's support to the Government in developing instruments for improving the implementation and monitoring public policies, such as the Integrated Budget and Financial Management System (SIGOF), performance management system (sistema de gestão de desempenho)<sup>41</sup>, the Single Social Registry (*Cadastro Social Único*) and LNOB evaluation. Support for strengthening institutions such as the Ombudsman Office also contributed to improving the performance of public administration. The Government's management of the State Budget shows effective performance in securing tax revenues and a high level of execution of the expenditures outlined in the budget.<sup>42</sup>

104. There was clear agreement among stakeholders that the **UNDAF made a moderate (28%) to strong (53%) contribution to improving Government accountability and transparency**. In this regard, stakeholders mentioned the UNDAF's contribution to strengthening the capacities of institutions such the National Institute for Statistics (INE) and the Court of Auditors, which improved the ability of the Government to monitor, evaluate and report on public finances and policies. To enhance transparency, the State Budget is reported through the Finance Ministry's portal, by INE and the Central Bank. The Government accounts are made available for auditing by the Court of Audit, whose capacities to make audit work available publicly has been supported by the UNDAF's Pro-PALOP programme.

105. Most survey respondents (75%) think that the **UNDAF contributed to promoting the participation of CSOs in the whole governance cycle**. Accordingly, stakeholders also perceive that the UNDAF introduced integrated or innovative approaches to participative management in the public sector (71% of survey respondents) and in civil society (for 57% of respondents). Some stakeholders mentioned UNDP's support of training in budget control and public accounts for civil society leaders. UNDAF also supported the "Platform for Local Development and 2030 Objectives" and subsequent creation of a Local Development Platform in all 22 municipalities. These platforms are mechanisms for dialogue about local development and SDG implementation. They are led by

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<sup>39</sup> Cabo Verde: 2020 Update to the first Nationally Determined Contribution (NDC). Ministry of Agriculture and Environment, Praia, February 2021.

<sup>40</sup> 2020 Common Country Analysis

<sup>41</sup> Decree-Law No. 12/2020, of 14 February establishes the principles and rules relating to the performance management system for staff and managers in Public Administration (*Decreto-Lei n.º 12/2020, de 14 de fevereiro*).

<sup>42</sup> The government's budget execution rate was 95% in 2018, 100% in 2019 and 81% in 2020. See "Attachment, National Economic and Financial Indicators", Banco de Cabo Verde, December 2021.

municipal councils and serve local actors such as NGOs, community-based associations, private sector, academy, representatives from state services.<sup>43</sup>

### 5.3.3 Decent work

106. Most survey respondents agree that the UNDAF has contributed to some degree (30%) or strongly (49%) to the creation of decent work. Most think that this contribution benefited women, youth and the population in rural areas. However almost half the national Government respondents stated not knowing if the increase in decent work is linked to the UNDAF. During interviews, most stakeholders were unsure about the increase in decent work in the country, and whether the UNDAF made any significant contribution to the creation of decent work.

107. The Government instituted a number of measures to improve income and employment conditions, including the ratification of several labour laws and the introduction of programs to assist small businesses e.g. the Special Micro and Small Businesses Tax Regime (REMPE). The scale of the informal economy remains the main challenge.

108. National statistics shows a substantial change in employment between 2019 to 2020. There was a reduction in employment in the informal sector, although informal employment remains high in Cabo Verde.<sup>44</sup> There was also a reduction in formal employment in the formal sector. However, informal employment in the formal sector of the economy grew. An ILO study pinpoints to the need to strengthen inspection to reduce informal employment in the formal sector.<sup>45</sup>

Jobs in the formal and informal sectors, 2019 - 2020 <sup>46</sup>									
	Total employment			Formal employment			Informal employment		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
<b>2019</b>									
Total	206,344	115,506	90,838	95,456	52,300	43,156	110,888	63,206	47,682
Formal sector	104,596	58,069	46,527	92,865	51,102	41,762	11,731	6,966	4,765
Informal sector	101,748	57,437	44,311	2,592	1,198	1,394	99,156	56,239	42,917
Household	12,071	386	11,685	2,519	99	2,420	9,552	287	9,265
<b>2020</b>									
Total	186,626	105,291	81,335	89,776	47,321	42,455	96,273	57,603	38,670
Formal sector	96,824	51,408	45,415	88,482	46,899	41,582	8,315	4,482	3,833
Informal sector	89,802	53,882	35,919	1,294	421	872	87,957	53,120	34,836
Household	10,953	133	10,819	3,692	64	3,627	7,261	69	7,191

Source of data: INE-IMC 2020

<sup>43</sup> See the "Audit of the State of Readiness for the Implementation of the 2030 Agenda" (Auditoria do Estado de Preparação para a Implementação da 2030 Agenda). Court of Audit (Tribunal de Contas), December 2021, p. 40-41.

<sup>44</sup> Informal employment in Cabo Verde is lower than the global level. According to ILO, in 2019 about 60% of employment worldwide was informal employment. In "Estudo de diagnóstico para melhor compreender o emprego informal no Trabalho Doméstico e, no setor formal dos ramos de Turismo, Hotelaria e Restauração, em Cabo Verde". Observatório de Mercado de Trabalho/OIT/INE, November 2021, p.8.

<sup>45</sup> Ibid.

<sup>46</sup> Ibid.

### 5.3.4 Economic sectors

109. Overall, stakeholders consulted individually and through online survey assessed that the UNDAF performed moderately in improving the performance of the tourism, agriculture and in improving employment in the blue economy sector. For most, the UNDAF made a slightly better contribution to the agriculture sector.

110. During the implementation of the current UNDAF, the gross added value (GAV) per worker in *agriculture* decreased on average by 10% per year from 2018 to 2020, with the most significant drop seen in 2020 (-23%).<sup>47</sup> During 2017-2020, there was a sharp drop in the volume of donations to the agriculture sector by international cooperation partners, from 71% of total external financing for the sector in 2017 to just 42% in 2020. As noted in the 2021 Voluntary National Review, the performance of the agriculture sector could be an indication of a failure of agricultural policies, considering the investments carried out between 2000-2015.<sup>48</sup> The development in the agriculture sector was accompanied by a vast internal migration from rural to urban centres and, especially, to the tourist-oriented islands of Boa Vista and Sal.<sup>49</sup> The ability of the tourism sector to absorb such rural migrants may reflect in stakeholders' perception of the performance of the tourism sector.

111. During the UNDAF implementation, Cabo Verde's economy did not progress much in achieving diversification and structural transformation. The number of stakeholders reporting not knowing UNDAF's contributions to the development of these three economic sectors is significant. The level of uncertainty about achieved results may be linked to the performance of economic diversification in the country. The UNDAF intended to support Government's efforts to improve the conditions for private sector investment, both internally and foreign private investment, to leverage the role of the private sector for an inclusive economic development. The economic transformation is vital for Cabo Verde to accelerate poverty and inequality reduction and to achieve resilience – including to exogenous economic shocks and to climate change. Nevertheless, the structure of the economy has changed little over the past three decades, with the services sector accounting for 70% of GDP, followed by manufacturing (20.4%); and agriculture (9.6%).<sup>50</sup>

112. At least 64% of stakeholders across groups agreed that women and other vulnerable groups benefited in the agriculture sector. They benefited somewhat less in the tourism and especially in the blue economy sectors, particularly in the eyes of national Government stakeholders. Seen in conjunction with the preceding question it appears that, for the stakeholders surveyed, the UNDAF's contribution to agriculture went disproportionately to women and vulnerable groups while the contributions in the other two areas went disproportionately to other groups.

113. Half of the respondents (51%) declared not knowing about the UNDAF's contribution to improving investment conditions for the diaspora (including remittances), with only 37% agreeing that the UNDAF made some contribution to the performance in this area. Remittances from emigrants are an important source of revenue for Cabo Verde. Remittances increased during the

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<sup>47</sup> Source: INE. Calculations NDP – MF, in “Voluntary National Review on the Implementation of the 2030 Agenda for Sustainable Development), National Directorate of Planning, Ministry of Finance. Cabo Verde, June 2021, p. 59-60.

<sup>48</sup> Ibid.

<sup>49</sup> According to the “Cabo Verde Common Country Analysis 2020”, the populations of Boavista and Sal increased fourfold in the last 20 years and is expected to double in the next 20 years. Maio's population is expected to double as well.

<sup>50</sup> “Cabo Verde Country Strategy Paper (CSP) 2019-2024”, Africa Development Bank, November 2019.

UNDAF period, surpassing direct foreign aid, and amounting to twice the value of foreign direct investment in Cabo Verde from 2018-2020.<sup>51</sup>

### 5.3.5 Justice sector

114. **Overall stakeholders think that the UNDAF made some contribution to improving access to justice**, particularly in promoting reforms that can result in responsive and inclusive application of the law. It also contributed to improving the capacities of the justice system, including criminal Justice system. Most think that the greatest contributions have been to reduce gender-based violence (GBV, 73% of survey respondents) and reinsertion of detained population (53% of respondents). Data from the last Survey on Sexual and Reproductive Health reveals a considerable reduction in GBV (12%) in the country and the denaturalization of violence.<sup>52</sup> A substantial fraction of respondents (44%) is unaware of the UNDAF's contribution in the justice sector.

115. Studies shows that violence has dropped and access to justice has improved Cabo Verde.<sup>53</sup> The Ministry of Justice has been running two programmes to ensure access to justice to the population – the Legal Information Project, which provides free legal information, and the Legal Assistance Guarantee Project, which provides free legal assistance services to those with no means to pay for them. Of significance, many stakeholders interviewed noted the increase in reported cases of sexual abuse of children due to awareness raising efforts, confirmed by an increasing number of cases lodged with the Cabo Verdean Institute of Children and Teenagers (ICCA).<sup>54</sup>

### 5.3.6 Gender and human rights

116. There is a clear recognition among all stakeholder groups that the **UNDAF contributed to improving gender equality and human rights in Cabo Verde**. As noted by the Court of Audit, much has been achieved regarding the participation of women in all spheres of national life, whether in terms of the legal and normative framework, or in terms of education and health indicators.<sup>55</sup> Nevertheless, Cabo Verde has a Gender Inequality Index value of 0.397, ranking it 89th out of 162 countries in the 2019 index.<sup>56</sup> This means that much remains to be achieved, particularly in women's access to decent work, especially for rural and younger women. The number of youth NEET is high. In 2020, the number of NEETs is estimated to be 77,480, representing 14% of the population, 6.5% male and 7.4% female.<sup>57</sup>

117. There is a strong agreement among all stakeholder groups that **the public administration in Cabo Verde became more gender sensitive and that the UNDAF contributed to this result**. Cabo Verde was considered a reference in Africa in terms of Gender Equality by UN Women in February

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<sup>51</sup> As a percentage of GDP, remittances from emigrants were 11% in 2018 and 2019 and 13.6 in 2020. Foreign direct investment in Cabo Verde was 5.7 in 2018, 5.4 in 2019 and 4.5 in 2020. See "Attachment, National Economic and Financial Indicators", Banco de Cabo Verde, December 2021. INE's 2019 Statistical Yearbook shows that official development assistance, also measured in terms of GDP, was 7.1% in 2018 and 8.9% in 2019.

<sup>52</sup> Voluntary National Review, June 2021, p.82.

<sup>53</sup> Voluntary National Review, June 2021, pp. 132-134. The data on SDG 16 in INE's Cabo Verde Statistical Yearbook (Anuário Estatístico) show gradual decrease in the number of homicides per 100,000 inhabitants.

<sup>54</sup> Personal consultation.

<sup>55</sup> "Audit of the State of Readiness for the Implementation of the 2030 Agenda" (Auditoria do Estado de Preparação para a Implementação da 2030 Agenda). Court of Audit, December 2021, p. 50-51.

<sup>56</sup> Human Development Report 2020, Cabo Verde, UNDP.

<sup>57</sup> Labor Market Statistics (Estatísticas do Mercado de Trabalho), IMC-INE 2020, Table111.

2021<sup>58</sup>, mostly due to the commitment by national authorities to making mainstreaming central to public policies. The INE produces data disaggregated by gender, thus enabling the design of targeted policies and their monitoring. Several public policies supporting the Government commitment to gender mainstreaming have been under implementation, namely: gender-sensitive budgeting, mainstreaming of gender equality in tourism, the introduction of the gender equality modules in secondary education and in professional training courses.<sup>59</sup> Gender sensitive legislative measures have been passed, such as making Gender-Based Violence a crime of priority prevention and a law (Law No. 68/IX/2019, of November 28) on gender equality in decision-making positions. Thanks to the new Parity Law, 40.6% of electees to Townhalls and 42.1% of electees to Municipal Assemblies in October 2020 were women.<sup>60</sup>

118. Stakeholders agreed that the national Government realizes its gender policy through applying a gender-lens to public policies, although many doubt whether the national Government applies a gender-lens to public budget and spending. Some stakeholders mentioned that gender-sensitive budgeting was experimentally implemented in the national budget in 2018, with UN-comparable gender markers<sup>61</sup> and with the support of the Pro-PALOP Phase II Project. However, a sizeable number of online survey respondents, particularly UNCT respondents, declared not knowing whether the national Government uses a gender lens for budgeting (27%) and spending (37%).

119. Most stakeholders (64%) agree that municipal authorities take gender into account when developing public policies. Municipal authorities consulted stated that they follow up on policies by integrating gender-lens into budgeting and spending, a view shared by most respondents, except by most in the national Government group, who declared not knowing.

120. The National Commission for Human Rights and Citizenship in Cabo Verde functions with autonomy and independence from public authorities and private interests. In December 2020, it submitted the new Human Rights Statute for the approval of the Parliament, which was not approved.<sup>62</sup> Since the institution functions as a consultative and monitoring body for public policies in areas related to human rights, the non-approval of the new statute impacts the institution's resource basis. Nonetheless, Cabo Verde has made much progress in human rights, though many stakeholders noted the need to improve rights of specific group such as children, people with disabilities, people with mental illness, drug dependents, prostitutes, and migrants.<sup>63</sup>

### 5.3.7 Partnerships, funding and strategic alliances to enhance performance

121. **Most stakeholders perceive that the national Government has been the main partner for UNDAF's planning and implementation.** In this context, most stakeholders stated in the online survey that the selection of partnerships for implementing UNDAF was adequate (25%) to good (47%).

122. There is strong agreement by most stakeholders consulted individually and through online survey (76%) that the **UNDAF has thus far contributed to improving national capacities for mobilizing and managing partnerships and funding** for implementing the SDGs/PEDS. Only 39% of

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<sup>58</sup> See [Rosana Almeida awarded by the Spanish Embassy in Cabo Verde | INFORPRESS](#)

<sup>59</sup> Voluntary National Review, June 2021, p. 81-82.

<sup>60</sup> 2020 Common Country Analysis.

<sup>61</sup> The UN gender markers are: G0 project that does not yet integrate gender; G1 project with some promotion of gender equality; G2 Project with a component for gender equality; G3 Gender Equality Promotion Project

<sup>62</sup> See [Fiscalização dos Direitos Humanos comprometida em Cabo Verde](#)

<sup>63</sup> See 2021 National Voluntary Review, pp. 136-137.

the stakeholders in the online survey think the UNDAF built such capacities at *municipal* level, most being respondents from municipal authority (63%) and UNCT (45%). However, the UNDAF contributed to improving the conditions for municipal authorities to mobilize partnerships and funds through support for the preparation of municipal plans and the establishment of the local platforms - Platform for Local Development and 2030 Objectives.

123. **Stakeholders identified gaps in partnership with specialized agencies**, notably the World Trade Organisation, the United Nations Economic Commission for Africa (UNECA) and the International Telecommunication Union (ITU). Some of these missing partnerships with specialised agencies have been addressed since 2021.

124. **The partnership with civil society was considered insufficient.** There was partnership with civil society organisations for implementing the UNDAF interventions. For example, UN agencies (e.g. UNFPA, UNICEF, UNDP, WHO) work both with CSOs and NGOs (e.g. Morabi, Verdefam, Adat, ALCVVG and ANMCV). Implementing NGOs said that they were involved in the planning of activities from the JWP's stage. However, most stakeholders from civil society and many UN stakeholders noted that the partnership with NGOs and private sector organisations to implement UNDAF was limited.

125. Most civil society stakeholders noted that they were neither consulted nor part of decision making with respect to the UNDAF's priorities. Some noted that the UNDAF lacks a partnership strategy for the private sector and for NGOs. Most NGOs and private sector organisations consulted believe that they could have added value to implementing UNDAF's activities. They mentioned the added value from their connection with communities, their network and their knowledge in specific areas. For example, the Chambers of Commerce and Tourism and the labour unions could have added value to interventions in the areas of blue economy, tourism and the creation of decent work. NGOs mentioned that they are well positioned to participate in the implementation of interventions at community level such as providing support to vulnerable groups such as persons with disabilities.

126. Decisions on priorities and financing of the PEDS are made by the Ministry of Finance and the Ministry of Foreign Affairs. As noted by the Court of Auditors, "civil society, NGOs and the private sector were not involved in the process of identifying priorities and the resources and capabilities needed to implement the PEDS".<sup>64</sup> The UNDAF followed a similar decision process, consulting only the UNCT, Ministry of Finance and Planning and Ministry of Foreign Affairs when identifying its priorities, resources, and finance.

127. Stakeholders from civil society recognize that they were appropriately informed once the national Government and UNCT decided on the UNDAF's priorities, resources and planning. Some stakeholders mentioned that the UNCT informs civil society about the UNDAF activities that may be of interest to them and that sometimes give them a platform for providing inputs and/or feedback. These stakeholders also mentioned that too few civil society organisations take advantage of these occasions and fora and that the same small group of civil society representatives keeps participating. They emphasized that NGOs and private sector organisations need to become more active, and eventually proactive, to enable meaningful participatory governance.

128. **There was a gap in partnership with the private sector, especially for developing a private sector strategy.** For example, stakeholders mentioned the training programme for NEETs implemented by ILO and PNUD and funded by Luxemburg. This programme provided support for

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<sup>64</sup> Audit of the State of Readiness for the Implementation of the 2030 Agenda (Auditoria do Estado de Preparação para a Implementação da 2030 Agenda). Court of Audit (Tribunal de Contas), December 2021.

around 32,500 NEETs. In addition to training, the programme provided support for NEETs to achieve employment and to engage in entrepreneurial activities by providing start-up kits. According to ILO, 1,163 NEETs were employed after the programme, 4% of the trained targeted population.<sup>65</sup> Many stakeholders mentioned that while the Luxemburg and the UNDAF's cooperation show good complementarity at programmatic level, the lack of strategy at sectorial level diminishes the results at outcome level. A strategy for private sector development, including insertion of NEETs into the formal (rather than informal) sector, is lacking. For many, the lack of such strategy represents an underutilization of private sector resources by the Government and the UNDAF.

129. **There was a gap in partnership to follow-up on policies and programmes under the UNDAF.** As noted above, the UNDAF contributed to developing mechanisms for participative governance in Cabo Verde. Yet, the UNCT did not develop its own mechanisms for participatory accountability of the results of the UNDAF. There is no platform that uses the resources in civil society to monitor the policies supported by the UNDAF.

### 5.3.8 Main factors that contributed to the realization or non-realization of the outcomes

130. In the online survey, stakeholders assess that the following factors contributed to UNDAF's success:

Strongly	Moderately
<ul style="list-style-type: none"> <li>• Leadership of the RCO and process management</li> <li>• Effectiveness in planning interventions</li> <li>• Efficiency of implementation</li> <li>• Selection of partnerships</li> <li>• Management of partnerships</li> <li>• Management of identified risks</li> <li>• Management of unexpected situations/events</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity of local/national government and/or public administration</li> <li>• Cultural and social behaviours</li> <li>• Exploiting opportunities that arose</li> </ul>

131. Online survey respondents showed consensus about the appropriateness of the UNDAF's funding level, with 63% stating it was sufficient to enable its foreseen results, while 23% stated it was insufficient. Stakeholders noted that there were areas of intervention that have not obtained funding to meet the country's priorities, such as the prevention of drug use, crime prevention and the care and treatment of addictions, also evidenced by UNDAF's documents. Between January 2018 and November 2021, the UNDAF execution rate reached 74%, which indicates limits in implementation capacity rather than insufficiency of funds.<sup>66</sup>

132. **The UNDAF has consistently targeted most groups identified as vulnerable in Cabo Verde.** The UNDAF targets different social groups and vulnerable groups are among its main target population.<sup>67</sup> Most stakeholders interviewed identified girls and women, NEETs, vulnerable children,

<sup>65</sup> Personal consultation.

<sup>66</sup> The UNDAF execution rate was 69% in 2018, 75% in 2019 and 83% in 2020 and 70% in 2121.

<sup>67</sup> The vulnerable groups are: (i) Individuals and groups at risk of food and nutrition insecurity, (ii) socially vulnerable girls and women, (iii) vulnerable and at-risk children and adolescents, (iv) NEET Young People (Not studying, not working or attending vocational training), v) Elderly people without income and access to care, vi) People with disabilities from poor and vulnerable households, vii) Prisoners and other individuals deprived



food insecure people and drug dependents as the most vulnerable groups in the population. Most, including online survey respondents, stated that the UNDAF primarily targeted the following four groups: (i) Girls and women; (ii) vulnerable children; (iii) food insecure people; and (iv) young NEET. About a quarter of national Government and UNCT respondents think immigrants from the African continent were also targeted under UNDAF activities.

133. Fewer survey respondents think the UNDAFs targeted other vulnerable groups. However, there have been programmes under the UNDAF targeting prisoners and other individuals deprived of freedom. These interventions aimed at changing the legal framework to improve the living conditions for these groups. The UNDAF also had interventions directed at people with disabilities from poor and vulnerable households, such as access to pre-schools with financing for people with special needs; identification and prioritisation of people with disabilities in the single social registry; creation of a social protection system, through the National Care Plan and attribution of a social pension to people with disabilities.

134. Most stakeholders considered that the partnership implementing the UNDAF managed anticipated and unanticipated risks adequately to secure the success of the UNDAF's implementation and outcomes. Some Government and UNCT stakeholders noted during personal consultations that the UNDAF risk analysis did not encompass the risk of unexpected events with global consequences and thereby had no mitigation measures for such events. However, the consensus among all stakeholder groups is that the UN responded proactively, swiftly, flexibly, and effectively to the health crisis caused by the pandemic.

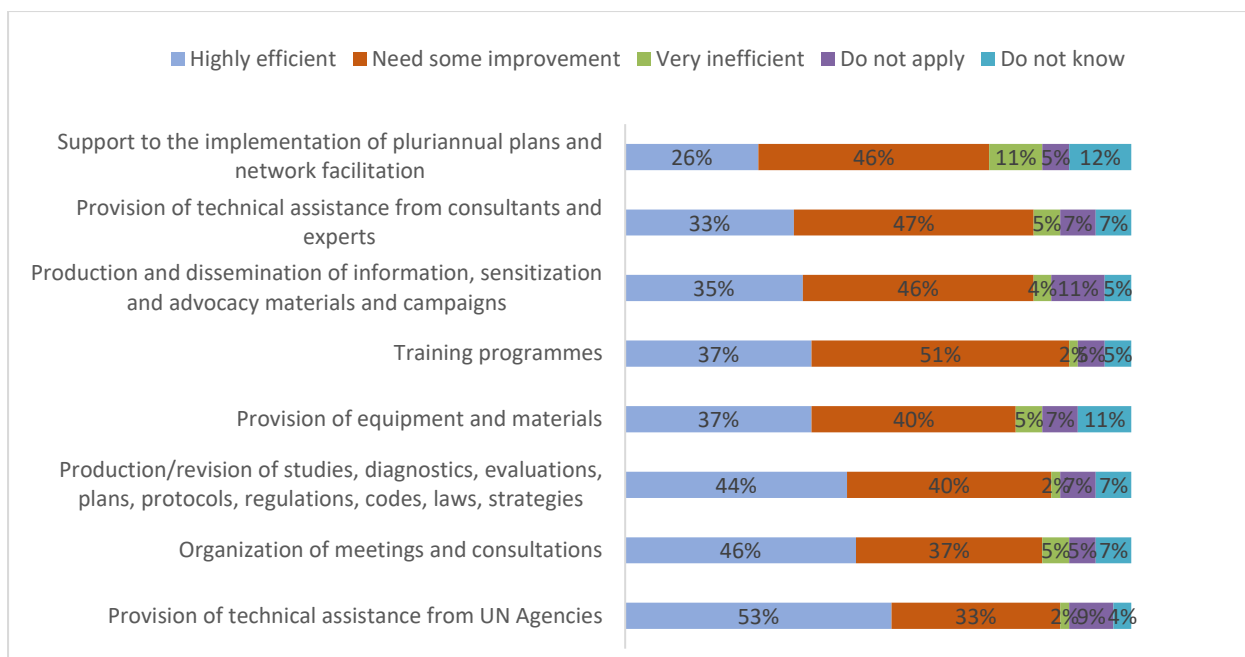
135. Most activities under the UNDAF are related to capacity building. **Overall the cost-effectiveness of capacity building activities implemented under the UNDAF have been assessed as satisfactory.** The provision of technical assistance from UN agencies was rated highly efficient by 60% of online survey respondents. The second-best rated activity was the organization of meetings and consultations (e.g. technical, participatory mechanisms and events), rated as highly efficient by 52% of stakeholders, followed closely by support to the production/revision of studies, diagnostics, evaluations, plans, protocols, regulations, codes, laws, strategies.

136. The weakest areas appear to be in the implementation of pluriannual plans and network facilitation, and in the provision of technical assistance from external consultants and experts. Some stakeholders from national Government stated that the recruitment process for external consultants can result in "very ineffective" products and services. They emphasize that some improvement is needed and that the UNCT should ensure procurement matches the capacities required to deliver quality services by external consultants hired by the agencies.

**Figure 3: Cost-effectiveness of capacity building activities (n=54)**

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of freedom, viii) Minorities by Sexual Orientation and Gender Identity, ix) Populations living in isolated islands, areas and municipalities.



137. **The UNCT has produced or supported the production of analytical work to support the UNDAF implementation**, the Government’s policies supported by the UNDAF and the response to the COVID-19 pandemic.<sup>68</sup> These knowledge products were important contributions to the UNDAF implementation and to the national partners. Stakeholders from national Government mentioned that the 2020 COVID-19 Gender Inequality study and the 2021 LNOB study were highly relevant in guiding Government’s response to the pandemic.

### 5.3.9 Impacts of the COVID-19 pandemic on the UNDAF

138. The COVID 19 pandemic and its socio-economic impact rendered the UNDAF, the PEDS and the state budget practically obsolete. In April 2020, the UNDAF was reformulated and replaced the Socio-economic Recovery Plan (SERP), a global UN directive. In Cabo Verde, the SERP was jointly implemented with the national Government and involved all UN agencies and development partners.<sup>69</sup>

139. **Most stakeholders in all groups noted that the crisis from the COVID-19 pandemic represents a regression for the country in terms of attaining the SDGs.** For most, the crisis meant a shift in focus and resources, from accelerating SDGs implementation to reducing poverty and the deepening in vulnerability in vulnerable groups such as women and NEETs. This shift in focus was despite the Government already addressing the impact of the COVID-19 pandemic on the most vulnerable sections of the population.

140. Data support stakeholders’ perception of the shift in public spending in response to the crisis. Government spending increased by 7.8% in nominal terms in 2020, largely due to economic

<sup>68</sup> Examples include the Cabo Verde Common Country Analysis (2020), Covid-19 Gender Inequality Impact Study (2020), the National Voluntary Review (2021), the diagnostic study to better understand the development in informal employment in the formal and informal sectors of the economy (2021),<sup>68</sup> and Leave No One Behind Assessment (LNOB) in Cabo Verde (2021).

<sup>69</sup> “Within the costed priority actions defined by the SERP, and in line with the national sustainable development strategy “Ambition 2030”, the UN reprogrammed its 2020 JWP to swiftly disburse USD 8 million for the country emergency measures response.” 2020 UN Cabo Verde Country Results Report, p. 11.

policy measures taken to alleviate the impact of the COVID-19 pandemic. Social benefits were the most relevant economic category, representing 19.8% of GDP.<sup>70</sup>

141. **For UNDAF, many projects were halted and resources were instead channelled to the emerging needs from the pandemic.** As such, the crisis had a significant impact on the achievement of the expected results of the UNDAF. As in other developing countries, the pandemic resulted in reduced economic activity in Cabo Verde. The country's indebtedness increased and, in 2021, the Parliament authorized the Government to increase net domestic debt to 6% of the Gross Domestic Product (GDP).<sup>71</sup> In so doing, Parliament ensured an increase in the 2022 Government budget, which may have a positive impact in the sustainability of UNDAF's contributions to basic services.

142. There are expectations that Cabo Verde will recover economically quickly as the coronavirus outbreak recedes. Recovery in tourism, investment, and remittance inflows from Europe in 2021 are expected to reverse the GDP's sharp contraction of 2020.<sup>72</sup> If these expectations are realized then the impact of the pandemic on the results of UNDAF will be minimized.

143. **The COVID-19 pandemic had no negative impact on the UNDAF's funding.** On the contrary, in 2020 the UNDAF reduced the funding gap rate and raised its execution rate to 83%.<sup>73</sup> As in most countries during 2020 and in periods of 2021, many ongoing activities under the UNDAF were paralyzed and implementation was delayed. However, the UNCT used the UNDAF's resources to mobilize additional funds and to support the Government's response to the pandemic.

144. **The pandemic evidenced gaps in development strategy and in the need to accelerate efforts in some key areas.** Some stakeholders mentioned that the COVID-19 crisis made evident the inadequate level of attention that Government and development partners, including the UNCT/UNDAF, paid to devising a clear strategy for private sector development. For many, the crisis made the fragility of the private sector palpable and the need to strengthen the sector urgent. The COVID-19 crisis is regressive, disproportionately affecting low-income households and smaller firms that have fewer assets to buffer them against insolvency. In Cabo Verde, the private sector is mostly comprised by very small enterprises with limited capacities. Like in other countries, the Government in Cabo Verde has relied on indebtedness to offset the steep declines in economic activity associated with the broad-based shutdown and social-distancing measures. Many stakeholders expressed awareness about the need for private sector development to promote economic recovery and improve fiscal balance. As some expressed, "what has been postponed, became urgent".

145. For many stakeholders, the COVID-19 crisis also made evident that the private sector and relevant institutions of civil society have not been sufficiently involved in the consultation process for developing and implementing the UNDAF and other interventions by development partners. The crisis showed the urgent need to develop such strategy and to involve private sector stakeholders in that endeavour.

146. **The UNCT performed effectively and efficiently in supporting the Government's response to the COVID-19 pandemic.** All stakeholder groups clearly recognized the UNDAF's support in response to the crisis. Stakeholders mentioned the proactiveness, flexibility and agility in UNCT's response, which included re-allocation of funds to the emergency brought about by the pandemic

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<sup>70</sup> Main Aggregates of Public Administrations. Public Expenditure Statistics – 2020 (Principais Agregados das Administrações Públicas. Estatísticas da Despesa Pública), INE.

<sup>71</sup> See [Parlamento aprova Orçamento do Estado para 2022](#).

<sup>72</sup> See for example [The Economist Intelligence Unit \(eiu.com\)](#)

<sup>73</sup> See section 2.2. "UNDAF Budget" in Chapter 2 above.

and support to Government and civil society to organize the response. The UNCT support included setting up a system for vaccination and virology laboratories, purchase of equipment, medical and hospital supplies, recruitment and training of health professionals and support in setting up remote schooling. The UN reallocated resources and mobilized additional resources effectively to mitigate the economic and social crises faced by the government and vulnerable groups.

## 5.4 Efficiency

147. This section describes the analysis and findings for the following questions.

- To what extent has UNDAF contributed to mutualize synergies within the UN?
- To what extent and in what ways has UNDAF contributed to mutualize synergies among UN agencies' programmes, enhance partnerships and strategic alliances to ensure efficiency in joint programming and delivery of UNDAF results?
- To what extent did the RCO and UNCT coordination mechanism and synergies with the national government promote (or challenge) planning, delivery and communication of results?
- To what extent has UN Coordination and value addition of Delivering as One created or encouraged synergies among agencies, optimised results and avoided duplication?

### 5.4.1 Synergies within the UN

148. **The joint programming has been the way of doing business for UNDAF in Cabo Verde**, in principle and in practice. Joint programming has taken place in the JWPs as far as planning concerned.<sup>74</sup> Stakeholders who participate in the implementation of the UNDAF clearly agreed that UNDAF and the JWPs have been planned and, to some extent implemented jointly.

149. Stakeholders from UNCT, national Government and development partners agreed that **better cooperation and harmony among UN agencies would strengthen the effectiveness of the UNDAF**. Many stakeholders mentioned that agencies worked in silos once the joint planning phase was over. The five interagency working groups (one for each UNDAF pillar) did not share information or learning and did not look for programmatic synergies. Stakeholders also mentioned some factors that may hinder coordination between agencies: (i) the lack of consistent leadership in the Joint Office since the reform; (ii) the competition between agencies due to limited access to funding.

150. **Monitoring and Evaluation (M&E) have not been integrated into the joint programming culture of UNCT in Cabo Verde**. The UNDAF lacks a M&E system that can be used to improve the performance of its interventions and the portfolio and to evaluate its results framework. The 2021 Management and Accountability Framework (MAF) calls for consistent information sharing and reporting from the UNCT to the RC. The UN INFO system, introduced in Cabo Verde 2019, is a feature of the 2018 UN reform but it is not being used by most agencies. Each agency has its own system, and many UNCT stakeholders expressed that UN INFO is an additional burden, not a resource, given the very limited human resources in the agencies.

151. Three years into implementation, the UNDAF's results framework remains incomplete. There are many indicators with no baseline and there are some lacking targets, which makes it

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<sup>74</sup> Based on the desk review, workshops and individual interviews.

impossible to monitor progress and achievements. As shown in the table below, of the 208 output indicators, 150 (72%) have insufficient monitoring information to evaluate. Of the resident agencies, only the JO has any M&E resource, and none has a dedicated M&E resource.

Status of UNDAF's output indicators		
Insufficient information on output provided by agency	150	72%
Target achieved	29	14%
Target surpassed	29	14%
Total	208	100%

152. The UNDAF lacks SMART indicators.<sup>75</sup> Existing indicators are too general, set at too high a level and beyond the scope of the UNDAF. For example, the UNDAF's outcome indicators should have been impact indicators. The UNDAF's outcomes are based on the International Agenda, and not on its strategy and interventions. This makes the indicators difficult to achieve and measure. This has been an ongoing challenge with the UN in Cabo Verde, as the evaluation of the previous UNDAF identified similar issues.<sup>76</sup>

153. The RCO has an M&E resource, which has tried to create a culture of joint M&E with the NCT but with little success. The Results Groups, envisioned to focus on results in the five UNDAF's pillars and the cross-cutting issues, has not been operational in its M&E role.<sup>77</sup> In 2020, the RCO produced a joint report on UNDAF's results, titled "The UN Cabo Verde Country Results Report 2020" but it does not report on the state of progress on UNDAF's indicators, neither at output level nor at outcome level. In November 2021, the RCO organised a reporting and planning meeting with stakeholders, but the meeting did not report on progress on UNDAF's indicators.

154. There is limited coordination on the evaluation of UNDAF and its programmes. For example, the RC and the JO missed the opportunity to coordinate the UNDAF (this document) and the evaluation of the JO's CCPD. These evaluations should have been linked and carried out in a coordinated way, as the reform predicts.<sup>78</sup> Many Government stakeholders commented that uncoordinated evaluations impose on the time of public officials and shows a gap in coordination at the UN in Cabo Verde.

155. **There is demand from some stakeholders to improve UNDAF's monitoring, evaluation, and reporting.** When asked, stakeholders from UNCT noted that M&E could be improved. However, the Government has recently stated that the UNDAF's M&E processes must be improved and made some recommendations to strengthen M&E, namely: (i) a Government representative should be part of the UNDAF outcome working groups; (ii) there should be co-chairs from the national Government side for each "P" working group.<sup>79</sup>

<sup>75</sup> Specific, measurable, achievable, relevant and time-bound indicators.

<sup>76</sup> Craig Naumann, "Evaluation of Cabo Verde's United Nations Development Assistance Framework (UNDAF) 2012-2017", 2017.

<sup>77</sup> The Cross-cutting Groups were originally to focus on M&E, Operations Management, Communications, and Human Rights and Gender Equality.

<sup>78</sup> The CCPD evaluation was commissioned by the UNDP Evaluation Office in New York and began in September 2021. The UNDAF evaluation commenced in October 2021.

<sup>79</sup> The Government's intervention was made during the 7 December 2021 Steering Committee meeting in which the evaluation team took part.

156. In addition to poor M&E, **there is no knowledge management system in the UNCT**. Stakeholders mentioned that UNCT meetings tend to focus on planning activities or reporting on outputs. There is no dedicated platform nor any meetings for the exchange of knowledge, experiences, and information to improve the UNDAF's programmes and results. This also limits the possibility of identifying synergies between programmes. The RCO initiated a weekly bulletin to gather and disseminate information about UNDAF's activities and lessons learned. This is a good beginning.

#### 5.4.2 UNCT coordination with the Government

157. **Planning and implementing jointly with Government has led to joint ownership of results (or lack thereof)**. The partnership between UNCT and the Government has been close and mostly well-coordinated throughout the UNDAF planning and implementation. The preparation and implementation processes of the annual JWPs reflect a coordinated effort between the Government and the UN. The Government has improved its M&E function and the UNDAF has contributed to this accomplishment, as noted in the effectiveness section above. The Government's improved ability to monitor policies and sectorial developments, and the improved transparency both in budgetary terms (e.g. SIGOF) and in terms of results, appear to have stimulated demand for the UNDAF to up its M&E game. Most stakeholders seem to view the UNDAF's results as belonging to the Government and they see these are being monitored and reported publicly through the Government M&E system.

158. Nonetheless, there is room for improvements. The national Government stated the importance of strengthening and improving the articulation and coordination between national institutions and the UN, and between the UN Agencies.<sup>80</sup> There were also some challenging occasions when administrative inefficiencies and inadequate partnership management arose. This has been the case in the Planet pillar, affecting the partnership and coordination between FAO, UNDP and Government partners, and the effectiveness and efficiency of some interventions in the pillar. Some of the difficulties negatively affecting the portfolio's performance are: changes in leadership at the Joint Office, changes in personnel managing the environment and climate change portfolio at UNDP, significant delays in the release of funds by UNDP and FAO, insufficient support for implementing agencies' administrative procedures.

159. FAO and UNDP are key partners in the Planet Pillar, with interventions being implemented with the Ministries of Environment and Agriculture and Industry, Commerce and Energy. FAO's Country Programming Framework (CPP) and UNDP's GEF, in addition to funding from the European Union, are the main support mechanisms.<sup>81</sup>

160. The FAO's contributions include technical and financial support to the agriculture sector through, for example, desalinated water production, preparation of strategy documents for development of subsectors, legislation in several areas and technical assistance to agricultural producers (e.g. the Farmer's School Field). It has also supported the environment sector with the implementation of projects in different areas (e.g. reforestation, climate change and resilience) and in the development of mitigation plans and programs. FAO has been a key partner in the process of boosting South-South cooperation, specifically with China and Cuba. In addition, FAO also played an

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<sup>80</sup> Statement made during the 7 December 2021 Steering Committee meeting and during the UNCT Retreat on 24-25 January, both of which the evaluation team took part.

<sup>81</sup> In the UNDAF results framework for the Planet pillar there are 35 output indicators, FAO is responsible to deliver 9 (26%) and UNDP 10 (29%) indicators.

important role in mainstreaming gender approaches in their targeted sectors (e.g. agriculture and fishery).

161. UNDP has supported the environmental sector technically, playing a role in the development of instruments for managing natural resources and biodiversity and related legislation, and implementing projects in different areas with a focus on integration of biodiversity in the tourism sector, management of marine and terrestrial protected areas and climate change (e.g. project BIO-TUR).

162. **Stakeholders consulted personally conveyed the need to improve the efficiency of the UNDAF's implementation.** Most stakeholders noted that they understand that each development partner has their own procedures and that they must learn and follow them. However, stakeholders emphasized that heavy, slow and sometimes unclear administrative procedures, especially at UNDP, are a factor negatively affecting the efficiency of the UNDAF's implementation. Stakeholders from all groups noted that the UN administrative machinery needs to become lighter and speedier (i) to avoid delays in the implementation of programmes and activities, and (ii) to require less capacity from the institutions and organisations so that they can focus on implementation. This is the case for both national and direct implementation modalities (NIM and DIM). Some stakeholders also mentioned sluggishness in the procurement of expert or consultants and equipment.

163. In the online survey, stakeholders showed satisfaction with the efficiency of the UNDAF. Overall, most online survey respondents assessed the efficiency of implementation as adequate (30%) to good (44% of respondents). Stakeholders from CSOs were the most satisfied with the efficiency of the UNDAF's implementation, with 56% of respondents assessing it as excellent.

#### 5.4.3 UN Coordination and Value Addition of Delivering as One

164. **Most stakeholders strongly support the UN reform process,** from the establishment of the JO to DAO to the 2018 UNSDS reform. Most stakeholders from the Government, UNCT and development partner groups noted that the 2018 reform has not yet reached all of its positive potential in the country and that the UNCT, particularly the JO, is still undergoing a transitional period of adaptation to the reform. However, stakeholders from all groups regard the strengthened and empowered RC and RCO as a positive factor both for the Government and the work of the UN in the country. Many are committed to making the 2018 reform come to fruition.

165. **Lack of coordination between development partners, and between them and the Government resulted in both missed opportunities to create synergies between programmes and in an absence of shared strategies for key sectors.** Stakeholders from the donor community and UNCT spoke about the absence of coordination among cooperation partners in Cabo Verde. For example, the UNDAF, the World Bank and Luxemburg provide significant support to the tourism sector yet there has not been any coordination on strategy nor on how to achieve synergy at programmatic level. The COVID-19 Emergency Response Project is a cooperation between the World Bank and the UNCT. Insufficient coordination within the UNCT and between the two partners resulted in much needed funds to remain unspent to date.<sup>82</sup>

166. Most stakeholders mentioned that the RC has recently improved coordination within the UNCT and between the UNCT and the Government. Stakeholders from Government and development partner groups stated that the process for the RCO to establish itself and lead coordination has not been smooth, but that the effort has been paying off. There has been more

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<sup>82</sup> Statement made by the World Bank representative in the UNCT Retreat on 25 January 2022.

coherence and better efficiency in the communication, facilitating the dialogue with the Government and between RC/UNCT and development partners. The RC has also made efforts to establish a coordination platform to enable ongoing strategic discussions between the Government, the UNCT and other development partners. Relevant stakeholders think such a platform should be continued and led by the Government, with RC support. Stakeholders noted these coordination meetings should focus on developing a shared sectorial strategy in areas relevant for the development partners.

167. **Advances in coordination improved strategic discussions and resource mobilisation.** The RC initiatives enabled UN agencies and the Government to get a better perspective on the combined UNCT's interventions in a given sector. This has furthered the possibility of improving synergies between programmes implemented by the UN, the Government and other partners. Importantly, overview of UN sectorial interventions can enable more strategic sectorial discussion, which many stakeholders pinpointed as missing. Improved coordination has also positively affected resource mobilisation. Stakeholders noted that the RCO has been facilitating new partnerships within the UNSDS and seeking new sources of funding for the UNDAF, the COVID-19 pandemic and the next cooperation cycle.

## 5.5 Sustainability

168. This chapter answers the following questions:

- To what extent did the UNDAF contribute to sustainable results in the pillar areas?
- What mechanisms, if any, did the UNDAF establish to ensure socio-political, institutional, financial, and environmental sustainability?
- To what extent would the UNDAF gains contribute to the realization of SDGs, the implementation of the PEDS and the national implementation of internationally agreed commitments and UN Conventions and Treaties
- Which are the main factors that can affect the sustainability of the UNDAF achievements?

169. **Stakeholders consider that the sustainability of the UNDAF's results is moderate to satisfactory, depending on the area.** Half of the stakeholders consulted, including through online survey, expressed strong confidence, and half moderate, that improved performance in the public sector, and, to a much lesser extent in civil society, can sustain results achieved in the UNDAF pillars. Most regard interventions supported by UNDAF that resulted in changes in public policies, legal and normative framework for human rights and gender and in basic services will have a medium to long term effect. Most stakeholders are confident that UNDAF's contribution to improve public administration is sustainable to at least a moderate degree.

170. However, many stakeholders mentioned that the Government's recruitment freeze in public administration due to financial constraints will affect the pace of change envisioned in the UNDAF. This is especially the case in the UNDAF's Peace Pillar, given the very limited human resources in the justice system.

171. **Most stakeholders, including survey respondents, think that the UNDAF has contributed to improving partnerships and resource mobilization for sustaining the results achieved by the UNDAF partnership.** However, most agreed that insufficient public funding and unexpected events



(e.g. disaster, pandemic) are high to medium threats to the sustainability of the results achieved under UNDAF's support. This perspective is in the context of the COVID-19 pandemic, a time of great uncertainty.

172. Data support stakeholders' assessments regarding the country's limitation to expand the funding bases for SDG implementation, and the impact of unexpected events. Most stakeholders were aware that development assistance to Cabo Verde has been decreasing since the country's graduation from low to middle-income country status in 2007. As in most other Small Island States, foreign direct investment decreased during the implementation of the current UNDAF, between 2016 and 2019, with no significant diversification in terms of the sectors and islands absorbing these investments.<sup>83</sup> Moreover, in 2020, there was a 14.8% drop in GDP due to the COVID-19 pandemic and also an increase in indebtedness to cover the gap caused by the drop in domestic revenues.<sup>84</sup>

173. **There are expectations that Cabo Verde will recover economically in the short run**, with the country's real GDP recovering from 2021, after contracting sharply in 2020, as tourism, investment and remittance inflows from Europe recover as the coronavirus outbreak recedes.<sup>85</sup> Remittance inflows from immigrants have grown, reaching 12.6% of GDP in 2020 and 15.6% in 2021. They are worth almost as much as development aid in dollar terms.<sup>86</sup> If this expectation is realised, then the impact of the pandemic on the results of the UNDAF will be minimized.

174. Lack of technical capacity, not reaching those who most needed, and lack of political will were considered *medium risks* that can challenge progress achieved under the UNDAF's pillars. Corruption is generally perceived as a *medium to low* risk threat. This view is aligned with Transparency International's corruption perception index for Cabo Verde.<sup>87</sup>

## 5.6 Performance of the UNDAF strategy

175. The UNDAF provides support to many sectors and areas within its five pillars. By design, the UNDAF is fragmented. The UNDAF's interventions are mostly capacity building in nature, focusing on strengthening the structures, capacities and capabilities of the public sector. According to stakeholders from all groups, this was necessary to support the Government in the implementation of key policies and frameworks and to effect an expansion of access to basic services. Although the balance in the support between public sector and civil society was questioned by many stakeholders, there was very little concern around the spread of the support across sectors and areas.

176. **The UNDAF represents the implementation of a long-term vision of governance shared by its partnership.** The UNDAF's approach is to inject a pinch of capacity across many areas of the public sector to create the necessary synergies for governance and public services to improve over time. The idea is that by improving many of its parts, the performance of the Government can be improved and deliver better results at the SDG level. In fact, this shared vision for capacity development has been materializing in the UN support from the past to the current UNDAF.

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<sup>83</sup> 2021 National Voluntary Review, p. 140.

<sup>84</sup> Synthesis of Economic and Financial Indicators (*Siíntesis dos Indicadores Económicos e Financeiros*), 1<sup>st</sup> Semester 2020, INE.

<sup>85</sup> See for example [The Economist Intelligence Unit \(eiu.com\)](https://www.eiu.com)

<sup>86</sup> 2021 National Voluntary Review, p. 140-141 and [Remittance Flows Register Robust 7.3 Percent Growth in 2021 \(worldbank.org\)](https://www.worldbank.org)

<sup>87</sup> Cabo Verde experienced a score change of -2 since 2012. The country score for 2019 and 2020 remained unchanged at 58/100, Rank 41/180, an increase from 57/100 in the 2018 index and 55/100 Rank 48/180 in 2017). <https://www.transparency.org/en/cpi/2020/index/cpv>

177. As the JWPs show, the UNDAF not only has a fragmented portfolio, but it is also constituted of a sizable number of small projects to fill the capacity needs of the public sector. The following table shows the advantages and disadvantages of the fragmented nature of the UNDAF's portfolio.

Pros and cons of the fragmentation of the UNDAF's portfolio	
Pros	Cons
Offers flexibility in adapting the support to where it is needed.	Incurs a high transaction cost.
Enable more joint programmes.	High use of human resources effort from the UNCT and from the Government.
Facilitate the addition of new projects when yearly injection of funds into UNDAF occurs.	A fragmented portfolio makes it very difficult to creating programmatic synergies.
	Difficult to maintain perspective in the common vision for the UN support to the country. This limits the strategic role of the UN as a partner.
	Difficult to oversee the performance of the portfolio and progress in achieving UNDAF's objectives Very difficult to monitor and evaluate.

178. **Despite the inefficiency of the fragmented support, the capacity development strategy worked for various reasons.**

- The **shared long-term vision** for building the capacities of the public sector and **cohesion of the vision and partnership** has endured from past to current UNDAFs.
- **The partners - the Government, UNCT and donors - have mostly played the necessary roles to deliver on their shared vision.** The Government took ownership of the UNDAF, led prioritization of funding and activities and has taken the main role in monitoring, evaluating and reporting on the outcomes of the partnership. The UNCT has taken the roles of knowledge broker and of implementing the UNDAF. The RC has been increasingly leading coordination within the UN and between the Government and the UN agencies. It has also taken a leading role in resource mobilization. Donors have been following up on their commitment to fund the UNDAF although it is very centred on few donors.
- **Expectations about the pace of progress have been realistic in relation to internal resources and external factors.** Partners have good knowledge about the Government's ability to raise revenue to implement the PEDS, including limitations in attracting foreign aid and private sector investment. They are aware of the challenges Cabo Verde face as a SIDS, it's geographic fragmentation and the country's vulnerability to regional and global shifts in economic conditions. They are aware of the size and capacity of the public administration to implement policies. They understand the limitations of the UNCT and adjust their expectations accordingly.

- **The socio-political context in the country has been an enabling factor for the strategy.**  
There has been a consensus in the Cabo Verdean society that the Government plays the major role in promoting development. Building the capacities of the Government to improve public services and the performance of the private sector is coherent with such vision.

179. The UNDAF budget represents only 2.7% of the PEDS. This small amount went a long way in terms of building the capacities of the public sector in the country, building on the achievements of previous UNDAFs. Many national stakeholders expressed this view literally in the form “Com pouco se faz muito” (translation: a little goes a long way). Stakeholders attributed the disproportionality of funding to results directly to the effect of enhanced capacity on Government performance and socio-economic development prior to the COVID pandemic.

180. The analysis of UNDAF’s results indicates that success in achieving objectives is not primarily due to funding. The UNDAF strategy relies heavily on the performance of each partner composing the partnership. **Improved performance from each member of the partnership can have a multiplying effect on UNDAF’s achievements.**<sup>88</sup>

## 5.7 Way Ahead

181. This chapter answers the following question:

What is the expectation for the way forward? (Last year of UNDAF implementation and the next cooperation framework).

### 5.7.1 UNDAF implementation in 2022

182. Stakeholders foresee that 2022 will be a challenging year due to the social and economic consequences of the COVID-19 crisis, including a decrease in average household income and an increase in unemployment. Most recognise the need for adapting the UNDAF to the constraints arising from the pandemic, but they seem uncertain on how to achieve that.

183. The main priorities for the next year mentioned by most stakeholders across all sources are to complete the activities delayed by the pandemic to implement the social policies and laws approved in the current cycle, to improve social and economic conditions and to identify realistic priorities and achievable results for Cabo Verde's sustainable development.

184. Contrary to expectations from the pandemic crisis, most stakeholders in the online survey showed a positive outlook for the final year of the UNDAF’s implementation. The online survey data shows that 77% of the respondents expect improved social and economic conditions in the last year of the UNDAF implementation, and 75% expect improved disaster risk management and climate resilience, as shown in the table below. In addition, throughout interviews and workshops, stakeholders refer to the rebounding of tourism and the diversification of the economy to promote economic recovery and the country’s wealth as key priorities for 2022.

185. Overall stakeholders from all groups show alignment in their expectations of progress in all areas of the UNDAF, as shown in the following table.

#### Expectation for the next year of UNDAF implementation

<sup>88</sup> It is worth noting that this dynamic may weaken rapidly as the capacity deficit is reduced.

	CSO (n=9)	MunAuth (n=8)	NatGov (n=20)	UNCT (n=19)	Total (n=56)	
Approval of important public policies and/or laws	8	3	12	15	38	68%
Improvement in social and economic indicators	8	8	14	13	43	77%
Improved work conditions for youth and/or women	8	4	13	14	39	70%
Improved disaster risk management and/or climate resilience	8	7	12	15	42	75%
Increased availability of sustainable energy	9	6	12	13	40	71%
Insufficient funding to implement desired interventions	6	1	11	12	30	54%

186. The online survey also shows that 54% of respondents expect insufficient funding to implement the UNDAF interventions. In personal consultations, civil society organisations reported the same expectation.<sup>89</sup> However, according to data reported in the last UNDAF Steering Committee meeting, 28% of the funds available for 2021 remained unspent.<sup>90</sup> As above noted, the UNCT and the Government agreed on identifying measures to improve UNDAF budget execution, which is relevant as most programmes are nationally implemented (NIM).<sup>91</sup>

## 5.7.2 The next UNSDCF

### *Strategic priorities for the UNSDCF*

187. The next cooperation cycle will be marked by the socio- economic effects of the COVID-19 pandemic in Cabo Verde. Despite the success of the vaccination campaign, the current crises seriously affected the country in areas such as public health, education, justice, employment, tourism, food prices and public finances. In this context, eradication of extreme poverty and inclusive development are, more than ever, a priority for the next UNSDCF, on the perspective of all stakeholders.

188. In this context, **all stakeholder groups stressed that the overarching strategic areas of intervention should be more focused on poverty and vulnerable groups.** Government, municipal authorities, CSO and some UNCT stakeholders stated that the UNDAF interventions should focus on the basic needs of the population, including access to health, water and sanitation and affordable energy.

189. Government, municipal authorities, and development partners stated that **localisation would support economic diversification and increase household income.** For municipal authorities, the alignment between PEDS II and the PEMDS is a vital to reduce asymmetries (and poverty) at the local level.<sup>92</sup> From the municipal authorities' perspective, the next cooperation framework should

<sup>89</sup> Lack of funding to ensure active participation of civil society also appears in the "Mapping Civil Society in Cabo Verde" (p. 160).

<sup>90</sup> Meeting of 7th December 2021 in which the evaluation team participated.

<sup>91</sup> UNCT and Government interventions on the steering committee meeting, 7 December 2021.

<sup>92</sup> The PEDS II (2022-26) top priority is the reduction of extreme poverty. According to INE estimates, absolute poverty is more acute in rural areas, where 24.3% of the population is poor, while the figure stands at 8.1% in urban areas.

fund the municipal SDG implementation plans that were developed with the support of the current UNDAF.

190. Civil society actors, private sector and development partners recommended an **inclusive strategy to enhance the participation of CSOs and the private sector in the planning and implementation process of the PEDS II and UNSDCF**.<sup>93</sup> Studies show that more inclusion of civil society and private sector can support development of the local economy; decentralisation and reduction of geographic asymmetries; local monitoring of public policy compliance; promotion of the programmatic principles of the UN,<sup>94</sup> decent work, the development of human capital through non-formal education; and better social dialogue in general.<sup>95</sup>

191. Some stakeholders from the Government and municipal authorities stated that for the next UNSDCF the UN support should **focus less on capacity building and more on increasing resources (funding and technical staff) in the public sector**. This would represent a strategic change for the UN support, one which is not a common support modality for the UN in Cabo Verde. From the perspective of some Government authorities, improved human resources would contribute to the effective implementation of policies and legal instruments developed with the UNDAF's support. Hiring magistrates, bailiffs, social workers, psychologists, and health workers, would promote the good functioning of the structures and services created in all municipalities. Examples include running the nurseries, shelters for GBV victims, child support centres and elderly homes foreseen in the National Care Plan. These stakeholders do not envision the UN providing budget support. They rather referred to technical assistance programmes. Funding for the municipal SDG implementation plans would come both from direct UN support and from UN assistance in mobilizing other sources of funding.

### **Priority Areas of Intervention**

192. The online survey shows that, **except for human capital development, stakeholders do not agree on what they see as priorities for the next UNSDCF**. Just over half of the respondents identified human capital development as the top priority, as shown in the table below. No other area comes close to this level of agreement. The blue economy was the next most popular area.

193. The lowest priorities were debt relief (lowest) and localisation (2<sup>nd</sup> lowest). Interestingly, while 86% of municipal authority respondents included localisation in their top 3 priorities, only 27% of the national Government did so.

Priorities for the UNSDCF							
n=54	Highest priority	2nd priority	3rd priority	4th priority	5th priority	6th priority	
Human capital development	51%	18%	6%	14%	12%	14%	
The blue economy (especially blue/green job creation)	17%	23%	27%	17%	6%	10%	
Energy and climate change	4%	25%	23%	25%	17%	6%	
Socioeconomic and political inclusion and gender equality	9%	28%	17%	19%	13%	15%	

<sup>93</sup> 2020 NVR, p. 147; Court of Auditors Cabo Verde, *State of Preparedness for the implementation of 2030 Agenda*, 2021, Recommendation n. 16, pp. 50-51.

<sup>94</sup> LNOB, gender equality, human rights, sustainability and resilience.

<sup>95</sup> 2021 Voluntary National Review, pp. 147-148.

Localisation: Reinforce the capacities of municipalities to promote the revitalisation and integration of local economies	13%	10%	23%	10%	21%	23%
Negotiation and debt relief	14%	5%	9%	14%	23%	36%

194. Additionally, stakeholders mentioned specific priority interventions during interviews and workshops. These are listed below.

- Promote the **formalisation of work and business**, to improve youth and women’s access to decent work and decrease elderly vulnerability<sup>96</sup>.
- Decentralise and digitalise public services and **reinforce capacities at municipal and community levels**, increasing access to public services in all islands.
- **Diversify the economy and increase employment** to promote eradication of poverty, especially among the most vulnerable groups.
- **Enforce the existing laws and regulations** on fundamental rights (e.g. GBV and parity law).
- Develop and implement **sectorial gender plans** (instead of having a single transversal plan) to promote gender equality in public sectors.
- **Improve working conditions and the professional license** (*Carteira Profissional*) regulations in the tourism sector, through a consultative approach that will include the private sector, NGOs and relevant public institutions.
- **Invest in agroforestry and pastoral resilience**, with interventions in reforestation and the restoration of environmental ecosystems, prioritising the mobilisation of water associated with decentralised renewable energy solutions<sup>97</sup>.
- Promote the establishment of **industrial infrastructure** for product processing, agricultural business development, blue economy, textile industry, etc.
- **Support CSOs capacity building**, including mobilisation of funds and implementation capacity.
- **Improve public service structures in the education and health sectors**, including training specialised human resources to improve inclusion and access to the education system and health therapies for people with disabilities.

195. **The analysis shows consensus in the broad areas for the next cooperation cycle, namely: reduction of poverty and inequality and economic recovery.** This may represent a new cooperation framework with clear focus in these priority areas. However, for many stakeholders from the public sector and civil society it was difficult to prioritize 3 specific areas of intervention under the 2 main strategic areas mentioned. The lack of consensus on priority areas may show the need for a

<sup>96</sup> The Government has enabled workers in the informal economy to register in the Single Social Registry. For those who do not register, there is no entitlement to receive the minimum retirement benefit. There has been advocacy to increase the number of registrations.

<sup>97</sup> 2020, NVR, p.116, “The government’s goal is to reduce dependency on rainfall (through the massification of seawater desalination) and strengthen the circular water economy (through the re-generation of used water) for use mainly in agriculture, in order to combat climatic adversities and thus create resilient structures in the process of climate change.”

consensus building process through which stakeholders can develop a common vision for the country after 2 years of undergoing a socio-economic crisis due to the COVID-19 pandemic.

196. **The Government has recently stated that the next UN cooperation framework needs to focus on assertive action that are results rather than process oriented.**<sup>98</sup> The message for the UN is to assist the Government in eliminating extreme poverty and reducing social inequalities in the country. The Government’s message resonates with civil society stakeholders consulted.

197. During the UNCT Retreat on 24-25 January 2022, the national Government restated its broad priorities for the PEDS II, highlighting that UN support should focus especially on governance. During the same retreat, the UNCT carried out preliminary talks about the UN support for the next cooperation framework and the conditions for the UN to improve its performance and results. The following table summarizes the Government’s stated priorities and the UNCT consensus reached at the end of the retreat.

Government’s broad priorities for the PEDS II:

- Governance (security, justice and health system enhanced)
- Poverty reduction – eradication of extreme poverty
- Green jobs and resumption of tourism for economic recovery and employment (improve business environment and competitiveness to make Cabo Verde more attractive to private investment and with more job opportunities)

Underlying goals:

- Localization of SDGs
- Green recovery focusing on inclusive, sustainable economic development
- Better risk assessment and mitigation
- Monetizing cultural capital (e.g. Almícar Cabral, Cesária Évora)
- UN support to be more result-oriented and less process-oriented



UN response

**Emerging consensus of the UNCT during the UNCT Retreat in Praia, 24-25 January 2022**

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<sup>98</sup> Government intervention on the 7 December 2021 Steering Committee meeting, in which the evaluation team participated. This appeal was reinforced during the UNCT Retreat on 24 January 2022.

<p><b>Focus on what</b></p>	<p>There was convergence and consensus on the issue of having a common vision for 2027 centred on the eradication of extreme poverty while improving human development levels of the country's population.</p> <p>Strategic interventions agreed upon were:</p> <ul style="list-style-type: none"> <li>• Governance, that includes institutional strengthening, territorial cohesion, decentralisation and digitalization.</li> <li>• Human talent and social capital development, including LNOB and social inclusion.</li> <li>• A new sustainable economic development model with a strong focus on natural resource management.</li> <li>• Putting youth at the centre of UN work.</li> <li>• Mainstreaming risk preparedness.</li> <li>• UN added value contributing to the new PEDS II.</li> </ul>
<p><b>How to achieve</b></p>	<ul style="list-style-type: none"> <li>• Clear alignment of the UN mandate and capacities with the country's pillars and priorities.</li> <li>• Strengthening partnerships and resource mobilisation for the implementation of the PEDS II.</li> <li>• Strengthening UN cooperation and coordination, information sharing, efficiency of actions and developing a holistic approach.</li> <li>• Defining key organisational attitudes and values needed to achieve the vision.</li> </ul>
<p><b>What needs to change to enable better achievement</b></p>	<p>A consensus emerged on the need to further work on:</p> <ul style="list-style-type: none"> <li>• Harmonisation of the UN work with an integrated multi-sectoral approach; no longer working in silos.</li> <li>• Mechanisms for improving collaboration and synergies.</li> <li>• Thinking outside of the box, identifying what should the UNCT do differently, working better together.</li> <li>• Guaranteeing the participation of target population in UNCT strategies, including developing strategic partnerships with civil society and the private sector.</li> <li>• Working better in mobilizing ample resources and partnerships.</li> <li>• Improving execution and delivery capacity.</li> <li>• Reinforcing the mechanisms for integrating UN work in a holistic approach.</li> </ul>



198. The above stated UNCT consensus reached at the end of the retreat is aligned with the conclusions and recommendations that are being made by this evaluation, as shown in the next chapter.

## 6 Conclusions

199. The evaluation team’s conclusions presented in this chapter are based on the analysis above. The evaluation team also reviewed the CCPD evaluation for triangulation of information. The CCPD evaluation confirmed the findings of the UNDAF evaluation. The overall performance of the UNDAF portfolio is presented first. Subsequent sections provide conclusions that address individual evaluative criteria. The evaluation took into account that in 2020 the UNDAF was reprogrammed to support the response to the COVID-19 crisis, replaced by the UN’s SERP (see section 5.3.9 above).

### 6.1 Portfolio rating

**Conclusion 1: The UNDAF achieved a satisfactory performance rating.<sup>99</sup>**

200. The cooperation framework for UNDAF was highly relevant to the needs and context of Cabo Verde. While complementarity can be improved and duplication reduced, overall the portfolio was implemented satisfactorily in terms of coherence. Effectiveness was satisfactory in 3 pillars but only moderately satisfactory in the Planet and Prosperity pillars. The UNDAF was implemented with a moderately satisfactory level of efficiency. Overall, the progress in SDG implementation to which the UNDAF contributed is likely to be sustained, subject to economic recovery in the aftermath of the COVID-19 pandemic crisis.

Portfolio	Relevance	Coherence	Effectiveness	Efficiency	Sustainability
<b>Satisfactory (4.8)</b>	Highly Satisfactory (5.6)	Satisfactory (5.4)	Moderately Satisfactory (4.0)	Moderately Satisfactory (4.2)	Likely (3.6)

### 6.2 Relevance

**Conclusion 2: The partnership between the Government of Cabo Verde and the United Nations, structured through the UNDAF 2018-2021, was highly relevant and crucial to the country’s development.**

201. The UNDAF 2018-2021 addressed real needs and priorities identified and endorsed by the Government and other stakeholders. In this context, the UNDAF provided relevant support to all the three PEDS strategic pillars (economy, social and sovereignty) through the implementation of the annual JWPs. There has been a remarkable level of commitment and ownership of the UNDAF by the Government, municipal authorities, development partners and UNCT. However, civil society (CSOs, NGOs and the private sector) do not feel represented in the 2018-2021 UNDAF upstream decision-making process. Although civil society are directly involved in the UNDAFs implementation, their participation in the UNDAF’s planning phase (strategic priorities and funding distribution) was limited.

**Conclusion 3: The UN’s comparative advantages were recognised as highly relevant in Cabo Verde and crucial to the country’s development.**

<sup>99</sup> The evaluation team used the UNEG rating scale (0-6) to rate the performance of the UNDAF. The description of the rating scale can be found in the Annex Volume section 2.4 of Chapter 2.

202. The UNDAF strategy made good use of the UN's comparative advantages in the national context, including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies. Several UN comparative advantages are highly relevant in Cabo Verde, most notably the following: its consistency and reliability; its partnership and resource mobilisation ability; its function as a knowledge hub; the mainstreaming of gender and LNOB. The Government has made good use of the agencies' specialised knowledge and technical assistance at national, regional, and global levels. The Government's policies targeting vulnerable groups have greatly benefited from the UN's LNOB know-how. The Government has relied on the assistance of the UN in mobilising partnerships and donors.

**Conclusion 4: The UN has responded relevantly to changes in national priorities and additional requests when planning and implementing the UNDAF, most notably, in its response to the COVID-19 pandemic.**

203. The Agency's efforts to direct their funds and interventions harmoniously and concertedly towards a rapid response to the COVID-19 health emergency was highly relevant. The COVID 19 pandemic and its socio-economic impact halted the implementation of the UNDAF and the PEDS. In April 2020, the UNDAF was reformulated and replaced by the Socio-economic Recovery Plan (SERP). In Cabo Verde, the SERP was a highly relevant response to the crisis. It was jointly implemented with the national Government and involved all UN agencies and development partners.

### 6.3 Coherence

**Conclusion 5: The UNDAF has shown a good level of complementarity with other development interventions despite some duplication of efforts. There is an unmet need for a common vision of Cabo Verde's sustainable development, and spaces to promote common strategies.**

204. Some duplication of efforts happened related to gender portfolio, public administration reform and Integrated National Financing Framework support, and beneficiary groups targeted by the UN agencies. Weaker coherence in the Prosperity and Planet pillars reflects the absence of a common strategy between the UNDAF and other development partners in those areas. This affected UNDAF's results at outcome level. The need for a space to share experience and information as a step to create a common vision for Cabo Verde's sustainable development was strongly expressed by the stakeholders consulted in the evaluation exercise.

**Conclusion 6: The UNDAF programming principles are fully aligned with the 2030 Agenda and are being mainstreamed throughout the UNDAF's JWPs.**

205. The UNDAF programming principles defined in the partnership framework document are i) human rights, ii) gender equality and empowerment of women, iii) sustainability and resilience, iv) and accountability. The evaluation validated that the UNDAF JWPs were structured around the UNDAF programmatic principles and that these were integrated into all planned activities. A greater focus was given to human rights, gender equality and LNOB principles.

### 6.4 Effectiveness

**Conclusion 7: The UNDAF has made significant progress towards the realization of its outcomes, as a contribution to the achievement of SDGs in Cabo Verde.**

<p><b>PEOPLE: SUSTAINABLE DEVELOPMENT OF HUMAN CAPITAL</b></p> <p>Outcome 1.1: By 2022, the population of Cabo Verde, particularly the most vulnerable, have improved access to, and use more, quality health, education, food security and nutritional services, and benefit more from social and child protection services, that are inclusive and gender sensitive, throughout life cycle.</p>	<p>The UNDAF contributed significantly to improving access to basic public services in the areas of health, education, food security and nutritional services, and access to social and child protection services. This contribution applies both with respect to the population in general and with respect to vulnerable groups (including women and girls) in particular.</p> <p>Interventions resulted in more targeted support to vulnerable groups through social protection coverage, improved care for the elderly through the National Care Plan, increased social awareness and legal protection for children through the Child Protection Law and the Plan for the Prevention and Combating of Sexual Violence, and contributed to the elimination of malaria.</p>
<p><b>PLANET: SUSTAINABLE MANAGEMENT OF NATURAL RESOURCES AND BIODIVERSITY</b></p> <p>Outcome 2.1: By 2022, the population of Cabo Verde, particularly the most vulnerable, benefit from enhanced national and local capacity to apply integrated and innovative approaches to the sustainable and participative management of natural resources and biodiversity, climate change adaptation and mitigation, and disaster risk reduction.</p>	<p>The UNDAF contributed to improving the national capacity to manage natural resources and biodiversity, climate change adaptation and mitigation, and disaster risk reduction. Important interventions include water desalination for agriculture, expansion in the access of renewable energy and the production of the Nationally Determined Contribution (NDC) update in 2021.</p>
<p><b>PROSPERITY: ECONOMIC TRANSFORMATION AND SUSTAINABLE AND INCLUSIVE GROWTH</b></p> <p>Outcome 3.1: By 2022, the population of Cabo Verde of working age, particularly women and youth, benefit from decent work through economic transformation in key sectors, that leads to more sustainable and inclusive economic development.</p>	<p>The UNDAF’s interventions contributed to promoting the creation of decent work through, for example, targeting employability and entrepreneurship (trained employment centres, trained youth, JOVEMPREGO). Despite targeting the right population the intervention had modest discernible effects and the follow-up of the trained beneficiaries was limited.</p> <p>Interventions were not aligned with any vision of where the country’s economy was heading (and should head), nor with how best to leverage the UN comparative advantages to boost economic transformation. Gap in in partnerships civil society (private sector and NGOs) was also a factor.</p> <p>The UNDAF also contributed moderately to improving job creation in in the blue economy and improvements to the tourism sector. Although the performance of the agriculture sector worsened during the current UNDAF, the UN</p>

	<p>contributed to the agriculture sector through, for example, interventions that improved agricultural yield.</p> <p>Despite the UNDAF’s contributions to the sectors in the pillar, the country’s economy has not yet achieved significant improvement, diversification and structural transformation in the targeted areas. This may reflect a lack of a common vision for the transition towards a more inclusive, resilient and sustainable economic development.</p>
<p><b>PEACE: GOVERNANCE, PUBLIC POLICIES AND JUSTICE</b></p> <p>Outcome 4.1: By 2022, the population of Cabo Verde benefit from a system of democratic governance and public administration that is more effective, transparent, participative, and gender sensitive</p> <p>Outcome 4.2: By 2022, the population of Cabo Verde population, particularly women, youth and children, benefit from increased human security, improved social cohesion, and a responsive and inclusive justice system and law application institutions, that lead to the fulfilment of human rights</p>	<p>The UNDAF made an effective contribution to the implementation of Results Based Management (RBM) in public administration and a strong contribution to improving Government accountability and transparency. For example, the support strengthened Parliament’s ability to exercise legislative and budgetary oversight, the public’s access to national budget execution and the legislative process (e.g. SIGOF and Open Parliament).</p> <p>The UNDAF contributed to promoting the participation of CSOs in the whole governance cycle and introduced approaches to participative management in the public sector.</p> <p>The UNDAF made a moderate contribution to improving access to justice. Important examples of effective changes include the increased representation of women in national and local assemblies due to the parity law, which was supported by the UN through both advocacy and technical support, and the increase in the rate of paternity cases resolved by the courts.</p> <p>Other important contributions include the UN support in strengthening the institutional capacities of the INE and the Court of Audits and the establishment of SDG platforms in municipalities.</p>
<p><b>PARTNERSHIP: MOBILIZATION, COORDINATION AND EFFECTIVENESS OF DEVELOPMENT RESOURCES</b></p> <p>Outcome 5.1: By 2022, Cabo Verde has improved national and local capacities for the mobilization, coordination and efficient management of partnerships and funding for development, including South-South, triangular, and decentralized cooperation, and that contribute to the achievement of the SDG</p>	<p>The UNDAF made a substantive contribution to improving national and local capacities for mobilizing and managing partnerships and funding for implementing the SDGs/PEDS. For example, the UNDAF’s support of the preparation of municipal plans and the establishment of the Platform for Local Development and 2030 Objectives were significant contributions. The UNDAF also facilitated a number of South-South cooperation (China and Cuba, Youth Connect Africa, INE-global via the UN Governance Centre in Oslo and partnerships through the Pro-PALOP programme).</p> <p>There was insufficient partnership with civil society (NGOs, CSOs and private sector). NGOs did implement UNDAF’s interventions, but civil society has not been sufficiently used as a resource for following-up on programmes, policies and the PEDS.</p>

There were gaps in partnerships for funding (e.g. tapping into multi-donor trust funds managed by the MPTF and the World Bank), and in specialised partnerships.

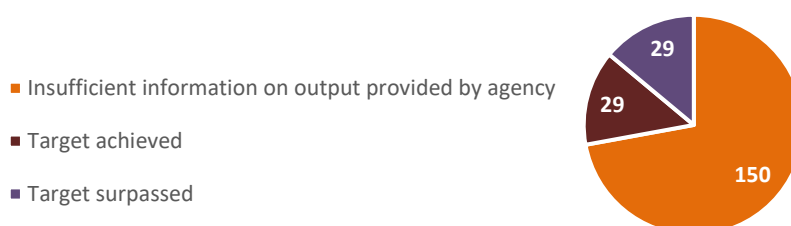
**Conclusion 8: Gender and human rights were strongly and consistently promoted through the UNDAF's planning and implementation.**

206. The UN made relevant contributions at institutional and behavioural change level. The parity law (nº 68/IX/2019), as said before, effectively contributed to an increased representation of women in national and local assemblies. Cross-cutting national and sectorial gender plans and strategies have been implemented (e.g. National Gender Equality Plan; gender sensitive state budget; gender strategy in the fishery and agriculture sectors). The VBG law and consistent awareness campaign contributed to lower cases of GBV, including during the pandemic and lockdown period. Finally, the LNOB assessment conducted in 2021, contributed importantly to defining vulnerable groups and assessing their needs and current situation.

**Conclusion 9: The absence of a common M&E plan and culture significantly limits the ability of the UNCT to monitor UNDAF's progress, achievements and risks.**

207. Although there has been an effort to implement the UN INFO system, the UNCT has not yet consolidated a joint M&E mechanism for the UNDAF. A coordinated and sustained effort by the UNCT to ensure the multiple interventions of the annual JWPs are leading towards the intended results for the country has been missing. The UN INFO system is not seen as a workable tool by most agencies. There is a lack of M&E technical expertise and capacities in the agencies. Senior leadership from UNCT to improve a joint M&E is also lacking. The yearly UNDAF results meetings are focused on presentations of results at output level (rather than progress towards outcome achievement) by UN agencies and do not provide an overview on how the yearly implementation of the JWPs are progressing towards the realization of UNDAF's objectives.

208. The UNDAF's results framework is incomplete. Baselines and targets are missing. As shown in the table below, of the 208 output indicators, 150 (72%) have insufficient monitoring information to evaluate progress and achievements.



209. Very limited M&E negatively affected risk assessment and mitigation. The risks assessment performed during the planning of the UNDAF was limited<sup>100</sup> and the absence of a common M&E restricted the integration of a consistent mechanism for risk assessment, which could have created the opportunity to devise and implement mitigating measures. For example, working very closely with the Government, the UNCT needed to assess and mitigate risks associated with (i) high transaction costs of interventions associated with a portfolio composed of many small projects (ii) missing the broader picture of UNDAF's progress towards its objectives, (iii) aligning with possible Government deviations from both the UN programmatic principles and the country's own

<sup>100</sup> The assumptions and risks identified can be found in section 3.2 of this report.

international commitments (e.g. human rights, environment) and (iv) missing the voices and resourcefulness of civil society.

**Conclusion 10: The main factors that contributed to the realization of the UNDAF outcomes, and to their net benefits over time were: i) participatory approach for the UNDAF planning and implementation; ii) alignment between the UN principles, the UNDAF and the national plans; iii) stability and public sector capacities; iv) the production of analytical work during the current UNDAF; (v) the UN comparative advantages.**

- The participatory approach to planning and implementing the UNDAF in close partnership with the Government has been a key enabling factor. Agreement between the UNCT and the Government on priority areas, interventions for the annual JWPs, and partnerships for implementation led to effective processes underlying the operationalization of the UNDAF. The well-established relationship between the RC/UNCT and the Government, and mutual knowledge, enabled swift actions during unexpected events, such as in the response to the COVID-19 pandemic.
- Good alignment between (i) the UNDAF, (ii), UN programming principles (iii) Government policies and political will to make the UNDAF implementation successful, (iv) the policies supported by other development partners, and (v) the socio-political development in the Cabo Verdean society, which has been supporting the central role of the national Government in promoting inclusive and sustainable development.
- The public sector has the stability and the capacity to absorb the capacity building support provided by the UNDAF, which also improves the sustainability of results.
- The UNDAF's funding level and budget were realistic, according to the history of development aid in Cabo Verde and UN contribution from agencies' own budgets.
- The production of analytical work during the current UNDAF, informing programmes, the implementation of Government's policies supported by the UNDAF and the UN and Government's response to the COVID-19 pandemic.<sup>101</sup>
- The UN's comparative advantages, especially its consistency and reliability as a partner, its ability to mobilize partnership and resource, its functioning as a knowledge hub for the Government and its capability with respect to mainstreaming gender and LNOB.

**Conclusion 11: The main factors that limited the realization of the UNDAF outcomes were: (i) the impact of the COVID-19 pandemic; (ii) sectoral complementarity gaps between the UNDAF and development partners; (iii) poor knowledge management; (iv) insufficient cooperation and harmony among UN agencies; and, (v) gaps in specialised partnerships.**

- The impact of the COVID-19 pandemic, which shifted the focus and resources away from UNDAF implementation towards the socio-economic and health response to the pandemic. As in other developing countries, the COVID-19 pandemic resulted in increased poverty due to reduced economic activity. The increased resource mobilization for the UNDAF to cover

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<sup>101</sup> Examples of analytical work under the current UNDAF, most in partnership with the Government, are: The 2021 Voluntary National Review, 2020 CCA, the 2020 Socio-Economic Impact Assessment of COVID-19 PCNA + Phase 1, 2020 Impact of the COVI-19 in Gender Inequality, Cabo Verde: 2020 Update to the first Nationally Determined Contribution (NDC).

the additional needs arising from the COVID-19 crisis could not compensate the Government's reduced ability to provide resources to progress the SDG implementation. The sustainability of the UNDAF's results is thus at risk if economic recovery is prolonged.

- Poor knowledge management limited learning and the possibility to improve UNDAF's performance. Although the production of analytical work increased during the current UNDAF, there have been insufficient learning activities in the UN to improve programmes, identify gaps (e.g. strategy, partnerships), exchange knowledge and experiences, improve programmatic and cross-sectorial synergies. This gap in perspective is exacerbated by the lack of observability arising from the monitoring and evaluation weaknesses.
- Insufficient cooperation and harmony among UN agencies, particularly due to shortcomings in joint implementation with agencies working in silos once the joint planning phase was over. By design, the UNDAF is fragmented and constituted of mostly small projects, providing support to many sectors and areas within its five pillars. This approach required systematic cooperation within the UNCT to maintain focus on the delivery of outcomes and to achieve cost-effective programmatic synergies.
- Gaps in specialised partnerships, especially for economic diversification and to improve the results in the Planet pillar to better adapt interventions to the country's socio-economic context. The analysis for the financial need to advance Cabo Verde's 2030 commitment in the NDC<sup>102</sup> indicates that much realism is needed to align interventions in the Planet pillar with the country's resources and very limited external funding.
- Heavy, slow and sometimes unclear administrative procedures of some agencies negatively affecting the efficiency of UNDAF's implementation. The rapid rotation of the leadership of the JO and the multiplicity of portfolio management approaches generate instability that reduces agility and efficiency. As the CCPD evaluation noted, the change management that took place in the JO with the 2018 UN reform has not been developed after the UN delinking process. This is reflected in the lack of a Resident Representative and Deputy Representative in the Office in the last three years.<sup>103</sup>

## 6.5 Efficiency

**Conclusion 12: The partnership between the UNCT and the Government has been close and well-coordinated over most of the UNDAF planning and implementation.**

210. The close partnership enabled Government ownership and facilitated operational processes. Nonetheless, there have been some challenges related to administrative inefficiencies and inadequate partnership management. In the Planet pillar these affected the partnership and coordination between FAO, UNDP and the Government. Although the occasional problems with partnership management did not impact the entire partnership, articulation and coordination between national institutions and the UNCT could be improved.

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<sup>102</sup> 2020 Update to the first Nationally Determined Contribution

<sup>103</sup> See: 2022, Independent Country Program Evaluation, Cabo Verde, Finding 28 (p. 61) and Conclusion 9 (p.78).

**Conclusion 13: The partnership and relationship among UN agencies have been good, facilitating the building of a country portfolio characterized by joint programming.**

211. The agencies tightly cooperated during the UNDAF planning and maintain close cooperation for the elaboration of the annual JWPs. While joint programming has been prevalent among the UNCT, joint implementation needs to improve, as agencies tend to work in an insular manner when implementing the JWPs. Moreover, there has been insufficient exchange of information on implementation, knowledge and experiences. Together, the tendency to work in silos and the inconsistent flow of information limit UNCT's ability to exploit and develop synergies between agencies.

**Conclusion 14: Strategic coordination between the UNCT and development partners, and between them and the government was limited.**

212. The absence of a nationally led coordination body with development partners has resulted in both missed opportunities to create synergies between programmes and in an absence of shared strategies for key areas such as economy, environment and climate change.

**Conclusion 15: The RC has recently contributed to improved coordination with development partners.**

213. The RC established a coordination platform, the monthly development partners meetings, to improve coordination at the strategic level between the UNCT and other development partners. Relevant stakeholders want this to be sustained and led by the Government, with RCO support. Better strategic coordination and greater availability of analytical work has improved strategic discussions and furthered the possibility of improving synergies between programmes.

**Conclusion 16: Most stakeholders strongly support the UN reform process, although its implementation remains incomplete.**

214. Most stakeholders from the Government, UNCT and development partner groups noted that the 2018 reform has not yet reached its full potential in the country and that the UNCT is still undergoing a transitional period of adaptation to the reform. However, stakeholders from all groups regard the strengthened and empowered RC and RCO as a positive factor both for the Government and the work of the UN in the country. Many are committed to making the 2018 reform come to fruition.

**Conclusion 17: The UNDAF achieved a low budget execution rate, which evidences inefficiencies in implementation.<sup>104</sup>**

215. The UNDAF budget execution rate of 74% of total funding between January 2018 to November 2021, which indicates limits in the UNCT and Government implementation capacity. Working in a high-capacity environment such as Cabo Verde, where Government budget expenditure has been in the upper 90%, the UN should be expected to perform better.<sup>105</sup> The lowest execution rate took place in the first year of UNDAF's implementation, 69% in 2018, followed by 70% in 2021. During the heart of the COVID-19 pandemic the execution rate was the highest at 83% in

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<sup>104</sup> The conclusion on budget execution rate applies for the portfolio level aggregate. Individual agency level performance may be different.

<sup>105</sup> Information on budget implementation can be found in the website of the Ministry of Finance and Banco CV.



2020.<sup>106</sup> Given the limited resources in the country, there is an urgent need to improve the efficiency in the use of UNDAF's funding.

**Conclusion 18: The UNCT/RC roles in promoting accountability and transparency of the UN support, as described in MAF, has been limited.**

216. Within the UNCT, the RCO established some initiatives to share analysis and lessons learned (e.g. economic bulletin and weekly agenda). But the RC/O has yet to promote exchange of information amongst the UNCT in a consistent way. In the same manner as it has done to support the Government in reviewing progress and challenges towards achieving the SDGs, the UNCT needs to strengthen accountability and transparency through monitoring and reviews of UNDAF's progress in achieving its objectives in a systematic fashion. Recently the UNCT and Government agreed on: (i) enhancing UN transparency and monitoring at the funding and implementation levels; and (ii) consolidating the UN reform.<sup>107</sup>

## 6.6 Sustainability

**Conclusion 19: The net UNDAF contribution is a long-term positive and sustainable effect on SDG implementation in Cabo Verde.**

217. The overall UN upstream engagement on policies and approach to strengthening institutions and capacity building across sectors has significantly contributed to the implementation of the PEDS. The UN support contributed to improving the capacities of the public administration to deliver services in several areas key to the SDGs (education, health, social protection, nutrition and food security, justice system, energy, water and sanitation). It also strengthened government strategic planning to better align with the SDGs. Raising state capacity and ownership of the SDGs was critical for sustainability of results. In the pillar areas, the sustainability of results is assessed as likely, more so in the People, Peace, and the Partnership pillars.

**Conclusion 20: The sustainability of the UNDAF's results depends on the duration of the health and economic crises brought about by the COVID-19 pandemic and on the pace of economic recovery.**

218. The COVID-19 pandemic impacted Cabo Verde, as elsewhere. A significant impact of the COVID-19 pandemic was an increase in poverty and inequality in the country. The pandemic also affected the expectation for economic recovery and the Government's ability to mobilize sufficient resources to secure and advance progress in SDG achievements. However, the Government has clear ideas of priorities, namely, improved governance, reduced poverty and inequalities and economic recovery and development. The Government is in the process of building a vision for the country for the aftermath of the pandemic and it is mobilizing partners, like the UN towards a common path of action.

219. Stakeholders have a positive outlook with respect to economic recovery which leads them to expect that the progress in SDG achievements to which the UNDAF contributed is sustainable. Government, civil society and donors recognize the new social and economic reality in Cabo Verde and are in synchrony pertaining to the priorities on the way forward with the PEDS II.

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<sup>106</sup> Budget execution rate was 83% in the People's pillar; 70% in the Planet; 76% in the Prosperity; 73% in the Peace; 69% in the Partnership pillar.

<sup>107</sup> UNCT and Government interventions on the steering committee meeting, 7 December 2021. The evaluation team participated in the meeting.

220. The UNDAF also provided support for the staffing of key institutions to advance policy implementation and the COVID response e.g. temporary hiring of social workers, bailiffs, health professionals. While this approach produced concrete results for the targeted population, the sustainability of contributions achieved through this support mechanism is low since progress in policy implementation depends on the increase of capacities in state institutions and that increase is only temporary.

**Conclusion 21: The sustainability of the UNDAF's contributions in the areas of human rights and gender is high.**

221. Poverty and inequalities remain significant challenges for the country's development, including issues identified as directly related to gender such as the high dropout rate of young males in secondary education and the vulnerabilities of women, as they make up the largest group in the informal economic sector. At policy and budget level, the Government made clear commitments through the PEDS II to prioritise the most vulnerable groups. There is political will by the State to advance in the implementation of Cabo Verde's internationally agreed commitments and UN Conventions and Treaties, though availability of resources continues to be a restrictive factor.

## 6.7 Way Ahead and Lessons Learned

**Conclusion 22: The UNCT and the Government decided that in 2022 the UNDAF will resume the planned interventions and complete the activities delayed due to the pandemic.**

222. During the 7 December 2021 Steering Committee, the UNCT presented the priorities to be implemented through the JWP for 20022. The interventions represent a resumption of the UNDAF interventions, which is aligned with the expectations of stakeholders.

223. The COVID-19 pandemic shifted priorities, plans and deeply affected the whole of society. Many stakeholders expressed the need for a space to share experience and information in the aftermath of the pandemic crisis. Most of all they yearn for a process through which they can create a common vision for Cabo Verde that recognizes the impacts of the pandemic crisis and the lessons learned from the past 2 years. As the Government embarks on the development of the PEDS II and the next cooperation framework with the UNCT, the need for this common vision is pressing.

**Conclusion 23: The vision for UN support for UNDAF centred around a strategy of increasing the capacity of the Government and public administration as a way to reach SDG targets.**

224. During the UNCT Retreat this January, members of the UNCT repeatedly expressed a need for a new common vision for the UN's support to Cabo Verde. The UNDAF strategy<sup>108</sup> was not only a UNCT vision, but a shared vision that created cohesion among the UNDAF partnership – UNCT, the Government and donors. This is a vision to deliver the long-term goal to enable an inclusive development of the country. As previously mentioned, this vision has been operationalized from past to the current UNDAF. The capacity building approach to operationalise such vision has also endured – a fragmented portfolio fit to flexibly support the Government's need for capacity development.

**Conclusion 24: The COVID-19 crisis challenged the premisses of the UNDAF strategy as the context for partners changed, becoming much more challenging.**

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<sup>108</sup> Described in the UNDAF strategy section of this report (section 3.2) and in the analysis of the performance of this strategy (section 5.6)

225. The COVID-19 pandemic impacted the shared vision of the UNDAF partnership. The national and global crisis issuing from the pandemic disrupted the socio-economic developments of the country, clearly exposing the country's economic vulnerability while reasserting its social cohesion. The pandemic exacerbated inequality and poverty. Among other things, economic activities stopped in the country, vulnerable groups became more vulnerable and UNDAF's resources were redirected to respond to the crisis.

226. The crisis made it evident that a broadening of the partnership is necessary to tap into more funding (the UNDAF and the PEDS have too few donors). It also shifted the perception of the role of civil society in promoting social and economic development. The shift can mean that civil society is no longer seen as secondary players but as active actors and partners for reducing inequality and promoting economic recovery, and, eventually, development. This change in perception is very clear in many stakeholders across Government, the UN, development partners and civil society.

227. The context for Cabo Verde, including the global environment to which the country belongs, has changed. The call for developing a new common vision for the UN support to Cabo Verde results from recognizing that the country and the UN face a new context. This new context called for a pause to rethink strategy and approach for the UN support and for the partnership to take a hard look at the lessons learned.

228. As the UN embarks into a process of strategic re-definition, the following lessons should be taken into consideration.

- A strategy that is agreed among partner endures, builds cohesion and calibrates expectations. This was the case of UNDAF's strategy.
- The pandemic made it clearer that civil society (CSOs, NGOs and the private sector) can offer resources not previously fully used by the UNDAF partnership such as their connection with communities, their networks and their knowledge in specific areas.
- The RC leadership and RCO coordination among agencies during the COVID-19 crisis was a lesson learned about the powerful effect of the UN/UNDAF when the UNCT act in concerted manner, as One. Stakeholders in all groups took notice and explicitly referred to the harmonized and coordinated modus operandi of the RCO/UNCT during the COVID-19 pandemic. The lesson for many was that when the UN plan and act in a coordinated way, there are more synergies in their action and the support is speedier and more effective. This showed that the full implementation of the 2018 UN reform can be beneficial to the Government and to the direct beneficiaries.
- The identified inefficiencies limiting better results are not acceptable in the new reality in the country.
- UNDAF had a realistic budget though few donors. A lesson from the COVID-19 pandemic showed that when acting as One and concertedly the UN can mobilise/access/source/develop resources for Cabo Verde.

## 6.8 Recommendations

**Recommendation 1 (see conclusion 5): Reduce overlapping and duplication of efforts with interventions implemented by other partners.** In this regard:

- The Government should establish and lead a coordination platform to enable strategic discussions in areas and sectors between the Government, the UNCT, municipal authorities, civil society and development partners. The RCO should support such effort by coordinating the meetings. Meetings should focus on developing common strategies for sectors and areas, and to discussing on progress in the implementation of these strategies, opportunities for cooperation and lessons learned.

**Apply joint implementation to joint programming.** The UNCT should establish common management for joint programmes and avoid agency silos. Where requirements from donor limit the ability of to establish formal joint management, adopt informal approaches to operate jointly to the extent possible e.g. jointly develop programme strategy, joint M&E, ongoing joint meetings with segregated reporting.

**Recommendation 2 (see conclusion 9 & 18): Improve monitoring and evaluation of the UN support. For the UNSDCF:**

- In the spirit of the 2018 reform, create a M&E interagency group with the capability to lead the agencies' M&E needs.
- Develop a common M&E plan, including an evaluation plan.
- Strengthen risk assessment and mitigating measures for the UNSDCF. Develop and integrate a risk monitoring plan as part of the UNSDCF's M&E.
- Elaborate a ToC, logical framework and SMART indicators for the UNSDCF's outputs and outcome indicators. Consider adopting UNSDCF specific outcomes aligned with the activities and scope of the UNSDCF. Indicators from International Agendas (SDG, 2030 Agenda) should be impact rather than outcome indicators.
- The agencies' Representatives should require a joint annual reporting and discussion meeting from the M&E interagency group on: (i) the implementation of the M&E plan, (ii) the progress of achieving the UNSDCF indicators and monitoring of risks, (iii) opportunities for synergies among agencies, (iii) opportunities for improving complementarity with other partners; and (iv) budget execution rates. The annual meeting should include representatives from the Government, municipal authorities, donors and members of civil society.
- The RC should lead coordination of the M&E<sup>109</sup> and the Representatives of all agencies need to require the use of the UN INFO system, to populate both indicators and financial information.
- Knowledge on improving M&E, including its use as management tools, should be a topic of the knowledge management system proposed below.

**Recommendation 3 (see conclusion 11 & 13): A fragmented portfolio of small projects should no longer characterize the UN support.**

- Use joint programming for key strategic outcomes avoiding small initiatives and/or joint programmes for very small investments. As much as possible, the portfolio should be characterized by joint, flagship programmes that contribute directly and meaningfully to more structural transformations and results. A shift in portfolio structure may require the

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<sup>109</sup> The Management and Accountability Framework (MAF) states: "The RC leads and supports the UNCT in the development, monitoring and reporting of the UN Cooperation Frameworks."

UNCT/RC to devise a funding mobilisation strategy that enables the portfolio to be mostly composed of flagship programmes. This will further improve coherence and liberate capacities in UN agencies and implementing partners that can be used to improve synergies, implementation and M&E.

**Recommendation 4 (see conclusion 11): Consolidate the strategic management, continuity and stable leadership of the JO by recruiting a permanent Representative that represents the JO agencies.**

**Recommendation 5 (see conclusion 11): The RCO should establish and coordinate a knowledge management and information system for the UNCT. This should include:**

- Monthly learning meetings based on an agenda of topics prepared by the RCO. Lessons learned/M&E of interventions should be included in the programme. Meetings should be open to relevant participants outside of the UNCT.
- A platform with knowledge resources produced by the UNDAF/UNSDCF and others in Cabo Verde, made available to the public (e.g. guide books, power point presentations, trainings materials, lessons learned bulletins).
- Establish a platform to inform the public about ongoing interventions by agencies (e.g. announce ongoing activities at the UN Cabo Verde's Face Book page).

**Recommendation 6 (see conclusion 16): Consolidate the 2018 UN reform by improving coordination and complementarity within the UN and with partners.**

- The Government should continue following the coordination premises of the reform.
- Development partners should ensure that the coordinating role of the RC comes to full fruition. To support the RC/O role in M&E, development partners should add a clause to funding contracts requiring that UN agencies report on the UN INFO on progress and results of indicators and financial information.
- The UNCT should further strengthen the RC's coordination and harmonisation roles, which has proven to benefit the work of the agencies.

**Recommendation 7 (see conclusion 17): Improve UNDAF's budget execution.**

- Devise measures to improve budget execution to reach at least 90% and monitor these measures. This should be shared with the RCO.
- The RCO should analyse the information and promote learning and the implementation of identified measures to improve budget execution.
- Create a guidebook (online) on UN procedures by agency and provide them to national partners.

**Recommendation 8 (see conclusions 2, 5, 7, 24): For the next UNSDCF, consider:**

- Expanding the partnership with municipal authorities, CSOs, NGOs and the private sector to use the full range of resources to accelerate economic recovery and reduce extreme poverty and inequality in the country. (conclusions 2, 7 Prosperity pillar).
- Once a shared strategy for the UN support is agreed, jointly develop strategies for the key sectors with the Government, development partners, municipal authorities, private sector, NGOs and CSOs. Strategies built jointly create common visions for the development of sectors, promote synergies and avoid working in silos. The common sectorial strategies need

to consider the comparative advantages that each partner can bring to the key sectors. (Conclusion 5).

- When implementing projects to promote employability and entrepreneurship ensure a follow-up. (Conclusion 7, Prosperity pillar).
- Consider including a “transitional strategy” informed by the SERP, adjusted to post-COVID recovery. The country has been undergoing a socio-economic crisis. The analysis of the impacts of the pandemic, supported by the UN, showed that the vulnerabilities of groups previously identified as vulnerable increased. The transitional strategy should exclusively focus on these groups, as a concerted UN effort to reduce extreme poverty and inequality. This is coherent with the UN’s principles (LNOB) and UN comparative advantages. (Conclusions 24).

**Recommendation 9 (see conclusion 11 & 24): Strengthen the UN comparative advantage of resource and partnership mobilisation for Cabo Verde.**

- Ensure there is no gap in partnerships. Map the partnerships necessary to improve the success of the PEDS II and the UNSDCF. Support the Government in mobilizing these specialized partnerships.
- Use mapping exercises to support the PEDS II and the UNSDCF: (i) mapping of support provided by development partners and their areas of expertise and (ii) mapping of civil society’s as resources for implementation, advocacy and monitoring of interventions.<sup>110</sup>
- Develop a funding strategy for the PEDS II to apply continuous effort to diversify the funding sources (e.g. UN and development banks’ trust funds).
- Support the use of resource mobilisation tools (e.g. mapping and analysis of funds and opportunities available for municipal authorities, CSOs and NGOs).
- Mobilize specialized agencies to assist the Government and civil society in devising strategies for the private sector, including to revert the recent trend in the growth of informal work in the formal sector.

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<sup>110</sup> A resource for mapping civil society is the 2020 Mapping Cape Verde's Civil Society (*Mapeamento da Sociedade Civil Caboverdeana*).

## Annex

The main report has an annex volume as a separate document containing the following:

- 1 Results of the Online Survey**
- 2 Evaluation Approach and Methodology**
  - 2.1 Evaluation purpose and scope
  - 2.2 Approach and Methodology
  - 2.3 Methodological Challenges and Limitations
  - 2.4 Rating the Results Framework
  - 2.5 List of persons consulted
- 3 Tools for Data Collection**
  - 3.1 ToC workshops Guide
  - 3.2 Semi-structured Interview Guides
  - 3.3 Online Survey
- 5 UNDAF Results Framework**
- 6 Works cited**