Final Evaluation Report

Country-Led Evaluation of Delivering as One United

Nations in Cape Verde

Office of the United Nations Funds and Programmes in

Cape Verde

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Acronyms and abbreviations

Acronyms and abbreviations	Meaning
AAA	Accra Agenda for Action
CEB	Chief Executives Board
CLE	Country-led Evaluation
CV	Cape Verde
DaO	Delivering as One
DECRPII	Documento de Estratégia de Crescimento e Redução da Pobreza II
DGA	General of the Environment
ECOWAS	Economic Community of West African States
EMG	Evaluation Management Group
EU	European Union
ExCom	Executive Committee
FAO	Food and Agriculture Organization
GAT	Transition Assistance Group
GDP	Gross Domestic Product
GoCV	Government of Cape Verde
HACT	Harmonized Approach to Cash Transfer
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
HLCP	High-level Committee on Programs
HQ	Head Quarters
ICASE	Cape Verdean Institute for Educational Social Action
ICIEG	Cape Verdean Institute for Equity and Gender Equality
IFAD	International Fund for Agricultural Development
ILO	International Labor Organization
IMF	International Monetary Fund
INGRH	National Institute for Water Resources Management
IOM	International Organization for Migrations
ITU	International Telecommunications Union

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Acronyms and abbreviations	Meaning
LDCs	Least Developed Countries
LTA	Long Term Agreement
M&E	Monitoring and Evaluation
MCA	Millennium Challenge Account
MDG / MDGs	Millennium Development Goals
MDRRM	Ministry of Environment, Rural Development and Marine Resources
MDTF	Multi-donor Trust Fund
MECC	Ministry of Economy and Economic Competitiveness
MEES	Ministry of Education and Higher Education
MJ	Ministry of Justice
MS	Ministry of health
MTFPSS	Ministry of Labor, Professional Training and Social Solidarity
NRAs	Non Resident Agencies
ODA	Official development assistance
PONG	Platform of Non-Governmental Organizations
RBM	Results Based Management
REES	Relevance, Effectiveness, Efficiency, Sustainability
SC	Steering Committee
SP	Subprogramme
SPA	Special Partnership Agreement
TCPR	Triennial Comprehensive Policy Reviews
ToRs	Terms of Reference
UN	United Nations
UN HABITAT	United Nations Human Settlements Program
UNAIDS	Joint United Nations Program on HIV/AIDS
UNCT	United Nations Capital Development Fund
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDG	UN Development Group

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Acronyms and abbreviations	Meaning
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNEP	UN Environmental Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNISDR	United Nations International Strategy for Disaster Reduction
UNODC	United Nations Organization for Drugs and Crime
UNV	United Nations Volunteers
USD	United Stated Dollar
WFP	World Food Program
WHO	World Health Organisation
WTO	World Trade Organization

1.   Executive Summary

Background and Methodology

1. For a lean bureaucracy as the Cape Verdean any initiative streamlining the management of its partnerships is embraced, Delivering as One in Cape Verde does not only mean more inter-agency cooperation and a single entrance into the UN system for its implementation partners, it also means access to a wider range of mandates and areas of expertise of the UN. This is a timely development for Cape Verde with its promotion from LDC status.

2. Delivering as One's objective is to reposition the UN in Cape Verde to be more responsive to national development goals, more effective in delivering development results, better funded and managed. This objective has many angles and by lack of vision document or clearly defined strategic intent the evaluation team used the tool of objectives mapping as part of its methodology to be able to assess to what extent the UN is on track to achieve these objectives. Other important tools in the methodology for this Country-led Evaluation of DaO in Cape Verde were desk research and semi-structured interviews. Country-ownership, utilization focus and the formative nature formed the basis of this evaluation, as well as norms and standards formulated by the Evaluation Group of the UN.

3. The interviews and desk research were guided by 25 themes and sub-themes formulated during the Inception phase. These themes and sub-themes were structured along the five pillars of DaO (One Program, One Leader, One Budgetary Framework, One Office/One Management System and One Communication Strategy) and generated data responding to the four evaluation criteria (Relevancy, Effectiveness, Efficiency and Sustainability).

4. Based on the information collected the team formulated indicators to assess progress in each pillar. Some of these indicators are:

One Programme
- ► Alignment with national priorities;
- ► More resources (financial, expertise);
- ► Government ownership – one programme guided by established government development plans;
- ► Program performance/delivery rate: 56% in 2009;
- ► Simplified, uniform planning, structures, procedures;
- ► M&E system in place to track, show results, outcomes;
- ► Capacity to monitor, analyze, assess results, impact of program activities on development goals, and use this information for strategic decision making;

One Leader
- ► Consensus builder, team-builder;
- ► Clear structures, processes, norms for decision making, responsibility, accountability established;
- ► Nature, frequency of UNCT meetings;
- ► UNCT established, functions;
- ► Clear, explicit instructions, guidance, rules exist to guide work of program-level coordination and implementation of UNCT decisions.

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One Bugetary Framework
► Increased resources for the country;
► Improved predictability of resources for programming;
► Improved monitoring and transparency, leading to donor "buy-in";
► Transparency;
► Donor contributions;
► M&E system in place to track, demonstrate results, impact for donors and for UN decision making on programming and management of funds.

One Office/One Management System
► Level, scope of harmonization of business practices;
► Progress (scope, number) on joint procurement of goods and services;
► Number of reduced and harmonzed internal administrative processes, procedures;
► Interoperability or uniformity of agency systems, platforms for program reporting, accounting, procurement, and financial reporting;
► Cost sharing/cost recovery methodology, agreement.

One Communication Strategy
► Single UN country web-based portal established;
► Joint communications products developed by agencies or SPs;
► Single, integrated annual country report on UN activities;
► Content, relevancy of communication products for national partners and donors;
► Capacity, scope to communicate, disseminate results, outcomes of programs;
► Structure, process in place to produce integrated, uniform communications products;
► Ease of intramural communications and information sharing.

Findings

5. Based on these and various other indicators, the overall preliminary assessment of DaO is positive. DaO is an effective strategy for the UN to reposition itself on local level and become more relevant, efficient and effective to Cape Verde. A key point is that DaO is still in a very early phase in its evolution, and locally and internationally is still an experimental project without clear strategic intent and how to manuals. Yet there are clear advances, such as the achievement of greater communication, information sharing and team spirit within the UN system and between the UN and country partners.

6. The UN agencies are planning together, working towards greater coherence. This has brought another important advantage to the government of CV, which is a clearer picture of all the UN interventions in Cape Verde. This resulted in the unexpected outcome that also on Government side understanding improved regarding its own requests to the UN. The government of Cape Verde is well aware that for Delivering as One to work also Demanding as One needs to work. The government itself needs to be in line with its own strategies and national development priorities.

7. DaO's contribution to a more relevant UN in Cape Verde can be measured along two lines: greater budget and access to an increased number of agencies, mandates and expertise. The UNDAF 2006 – 2010 was signed by 6 UN agencies, the One Programme is developed with 20 agencies, among which 14 Non-Resident Agencies. Agencies that were previously not active in Cape Verde are directly related to newly attained status of Middle Income Countries and operate in the areas such as of

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labour, trade and international trade standards, industry, etc. This clearly means an improved alignment with national development priorities for the UN.

8. By being able to adopt a multi-sectoral approach to development the UN can be more effective. The One Program in Cape Verde consists of 9 Subprogrammes under which the agencies have programmed their outcomes and outputs together. Coherence of the agencies interventions and programmes can still be improved, but overlap has already been addressed in some subprogrammes. Consequence of inter-agency coordination is an additional workload for UN staff, more so, because of existing redundancies and duplications on regional and HQ level, such as the reporting requirements and parallel business practices of agencies.

9. The One Leader, represented by the Resident Coordinator, the RC Office, the UNCT and the DaO steering committee are highly relevant to the progress made by DaO so far. By including the Non-resident Agencies in the UNCT, these agencies are secured of a voice in the UN system in Cape Verde, even though decion-making has proofed more difficult with 20 agencies at the table. The DaO steering committee is another important component of the One Leader, ensuring the government's input in the UN's programme. It is however recognized that these management bodies depend heavily on the preparations of the RC Office (Coherence Unit) and that DaO could benefit from more direction from both the UNCT and the DaO steering committee.

10. Before DaO, Cape Verde went through another reform which led to the Joint Office. A reform in which the 4 exCom agencies (UNDP, UNFPA, UNICEF and WFP) merged into one organization: with One representative. This led to significant transaction costs reduction and harmonization of services of these four agencies. Cape Verde has not yet focused on further integration and harmonization of business practices, but an important gain is the One Office housing all UN agencies (also FAO moved into the One UN House)

11. The One Communication Strategy is still in its early phase. Main achievement is the common Annual report produced for the first time in 2010, reporting on the One UN programme activities, and the common UN Cape Verde website that is regularly updated and informs donors and implementation partners alike about the UN's activities and about DaO. A formal strategy still needs to be approved in which the UN can define its answer to the tension between individual agencies' visibility and the One UN Voice.

12. A concern to the UN system in general and the progress made in DaO so far in particular, is the high staff turnover. The UN needs to assure that institutional memory does not only rely on staff, but is more systematically anchored in the organization. Working groups and use of technology can help retain experiences and knowledge in the organization even when staff leaves.

Recommendations and conclusion

13. Main recommendations of this evaluation are related to the One Program. This could benefit greatly from increased focus and improved Monitoring & Evaluation capacity and framework. The UN could be more effective when focusing on areas of its comparative advantage, such as advocacy, reliable Government partner and normative and technical advisory support. Introduce greater focus in its programme will require further negotiation and cooperation between agencies, for which the UN should be better positioned after the learning curve of negotiating the One Program. Continued involvement of the Government is important to guide the UN in its decisions on what are most strategic outcomes for its programs.

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14. It has also been noted that UN Cape Verde has participated in many assessments and evaluations and that these have also brought about valuable recommendations that should be implemented.

15. Finally the additional workload due to coordination (especially with agencies that have no in-country presence) and the layer DaO is adding, needs to be addressed as well. Initially it seemed DaO does not exist outside of Cape Verde and the silos of regional offices and HQs continue to prevail, evidenced for example by the various reporting requirements. However as DaO has proofed a relevant response to changes in the development environment and an effective strategy for repositioning and halting a process of marginalization, DaO has gained momentum in the global UN system. It is important to take advantage of this momentum to negotiate further space for the DaO countries and take full advantage of the possible synergies between UN agencies.

DELIVERING AS ONE IN CAPE VERDE – INTERIM RESULTS ASSESSMENT SUMMARY				
	RELEVANCE	**EFFECTIVENESS**	**EFFICIENCY**	**SUSTAINABILITY**
ONE PROGRAMME	**Grade**: B+ (Moderate-High)	**Grade**: B (Moderate)	**Grade**: B+ (Moderate-High)	**Grade**: B+ (Moderate-High)
ONE LEADER	**Grade**: A (High)	**Grade**: A- (High-Moderate)	**Grade**: B (Moderate)	**Grade**: B (Moderate)
ONE FUND	**Grade**: A (High)	**Grade**: A (High)	**Grade**: B+ (Moderate-High)	**Grade**: B (Moderate, with risks)
ONE MANAGEMENT	**Grade**: B+ (Moderate-High)	**Grade**: B+ (Moderate-High)	**Grade**: B+ (Moderate-High)	**Grade**: B (Moderate)
ONE COMMUNICATION	**Grade**: B (Moderate)	**Grade**: B- (Low)	**Grade**: B- (Low)	**Grade**: B (Moderate)

Acknowledgements

Delivering as One is a reform that touches on all aspects of the UN development agencies and funds and on all agencies active in Cape Verde. Evaluating this reform is therefore a complex undertaking that cannot be done without the participation and support of all stakeholders. The Ernst & Young evaluation team could not have undertaken this task without this, and is especially grateful to the support of the government of Cape Verde, Mr. José Luis Rocha, the Resident Coordinator, Petra Lantz, the Coherence Unit in the RCO, especially Mr. Antonio Pires and Mr. José Navarro.

Maputo, September 2010

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2.   Introduction to the evaluation

16. Reform is a constant reality for the United Nations. In order to maintain its comparative advantages the organization needs to scan its environment constantly and adjust to a changing context, requirements and preferences of 193 member states. With the deadline for the Millennium Development Goals nearing, the need to step up efforts by the development agencies has become more and more urgent. For the UN system as a whole to respond better to these development needs, an integrated set of recommendations for reform was formulated, entitled "Delivering as One". Secretary-General Ban Ki-moon noted in his report endorsing the recommendations: "the United Nations is not optimally configured. The Organization urgently needs more coherence and synergy so it can perform as one and be more than the sum of its parts. It should utilize its unique universality, neutrality and capacity to operate in the security, development and humanitarian spheres."(61/836).

17. The Delivering as One Approach (DaO) took the call for increased coherence, effectiveness and efficiency of the UN development system expressed by the Triennial Comprehensive Policy Reviews (TCPRs) of 2001, 2004 and 2007 a step further, and proposed concrete steps to achieve these objectives. The recommendations from the DaO report are based on four pillars: One Leader, One Programme, One Budgetary Framework and where appropriate One Office. Early 2007, eight pilot countries volunteered to start with the Delivering as One approach: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam. A fifth pillar was added to the DaO approach by several pilot countries: One Communication strategy.

18. In September 2007, the Chief Executives Board called upon UNEG to formulate a comprehensive evaluation strategy of the experiences of the pilot countries (CEB/2007/HLCP-XIV/CRP.13)[1]. CEB suggested a management structure for the evaluation process and recognized the need for: i) the independence and credibility of the evaluation; ii) evaluation to feed into decision-making processes; and iii) national authorities in each country to be full partners. Three deliverables were requested from UNEG: i) an assessment of the evaluability of Delivering as One. ii) a process evaluation of the pilot experience and iii) an evaluation of the results and impacts of the pilot experience.

19. The first phase of the evaluation of Delivering as One in Cape Verde took place in May 2008, when the mission for the Evaluability Study visited the country resulting in the Evaluability Study and recommendations to create conditions to be able to carry out a process evaluation later on (this evaluation). The second phase, the process evaluation, started in June 2010 when the UN in Cape Verde and the Government of Cape Verde commissioned a country-led evaluation to Ernst & Young (please refer to annex 10)

20. This evaluation report is the result of a profound assessment process undertaken in line with the methodology proposed in the Inception report (please refer to par 2.3 for further details on the evaluation methodology). The evaluation is a formative evaluation, meaning it is held while the DaO pilot process is still on-going and it is utilization-focused. This means that the report claims a high usability, containing clear and practical recommendations. In 2011 the impact evaluation of DaO is planned for all 7 pilot countries.

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[1] Evaluability study, synthesis report, p. 7

2.1   Objectives of the Evaluation

21. As per the ToRs, the objectives of the evaluation are to:

► Assess to what extent the DaO in Cape Verde is on track to achieve its targets against its strategic intent;

► Assess how the DaO initiative is contributing to national development goals;

► Identify challenges and lessons learnt from the implementation of the DaO in Cape Verde;

► Make specific recommendations on actions that should be undertaken by the different stakeholders (UN, Government and donors) in order to improve the efficiency and effectiveness of the implementation of the DaO in Cape Verde".

22. The Cape Verde country-led evaluation is based on UNEG standards and norms as well as the following key principles:

► **Country ownership and oversight**: the evaluation was overseen by the Government of Cape Verde with a view to ensuring that the results and recommendations are aligned with the national development agenda and can be fully incorporated into key processes and plans;

► **Primacy of national context**: the evaluation process and methodology were developed with full recognition of the national context and working modalities of Government and development partners;

► **Focus on evaluation of results**: the evaluation is focused on reviewing the contributions of the UN Delivering as One to the overall national development agenda and achievement of the Millennium Development Goals in Cape Verde;

► **Transparency and credibility**: the evaluation is carried out in an open and transparent manner, with high level, independent professional expertise contracted to support the process, outcome document and core set of recommendations in conformity with international evaluation standard; and

► **Comparability**: while flexible and based on the national context, the evaluation process ensures comparability of methodology and results with similar country-led evaluations carried out in other DaO pilot countries.

UNEG Norms & Standards

23. UNEG norms and standards were implemented in various ways, such as protecting the anonymity and confidentiality of individual information. The evaluation team respected people's right to provide information in confidence and ensured that sensitive information could not be traced to its source. Additionally, interviewees were told that no attribution would take place in the final evaluation report, other than with their agreement.

24. The evaluation team possessed the required expertise and experience for this evaluation, with solid background in development, international relations, political science and management and has extensive knowledge of the methodology used to carry out the evaluation. Evaluation team members

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have also a solid background of Results Based Management (RBM) principles, a clear understanding of human rights-based approaches to programming and of gender considerations.

25. Secretariat assistance: the Evaluation Secretariat has been key in ensuring that DaO evaluation was conducted in an independent, impartial and accurate manner as it has assisted the evaluation team members to collect data from all relevant interviewees by setting up the interviews and indicating the key people for this evaluation.

2.2   Scope of the evaluation

26. The evaluation focused on the UN's response to addressing the identified key development priorities in Cape Verde, as described in the Growth and Poverty Reduction Strategy (DECRPII). When assessing that response, the evaluation analyzed the implementation of the Delivering as One approach expressed in its five Ones, in order to assess its contribution towards the achievement of national development goals. The evaluation also assessed compliance with UN normative frameworks and cross-cutting issues including gender and human rights, and their concrete translation in the DaO initiative. Per request of the evaluation secretariat the assessment of inclusion of gender issues was given specific attention in the evaluation. As per ToRs, the scope of the evaluation encompassed:

► **One programme** and the feasibility and progress made in establishing joint programming and joint programmes which led to enhanced results that were greater than the sum of the individual UN agency specific programmes;

► **One leader** and the extent to which the position of Resident Coordinator enabled a more coherent UN approach to address national development challenges;

► **One budgetary framework** and establishment of a resource mobilization framework and One Fund, including the extent to which the administrative systems in place were able to achieve one financial management system;

► **One management system** and the extent to which common support services and shared business units increased efficiency; and

► **One communication strategy** and the extent to which it supported a more effective role and contribution of the UN system in the country.

27. The evaluation assessed the development interventions initiated and conducted within the DaO process since its inception in 2007. This entails all programme activities falling under the One Programme (signed and approved in 2008). The timeframe under evaluation covered initiatives to implement DaO beginning 2007 until contracting of the evaluation team in April 2010.

28. The scope of the evaluation is furthermore defined by the number of UN agencies, funds and programmes involved in the DaO approach in Cape Verde. These are the four ExCom agencies represented by the Joint Office (the Office of the United Nations Funds and Programmes in Cape Verde, please refer to section 7.1), two agencies are fully represented in Cape Verde: WHO and FAO. Additionally, 14 non-resident agencies are active in Cape Verde, namely UNIDO, ITC, UNCTAD, UNEP, UNIFEM, UNESCO, UNHABITAT, ILO, ITU, UNISDR, UNAIDS, UNODC, UNV and IOM.

2.3 Evaluation methodology and approach

29. The methodology used in this evaluation is based on a formative methodology using mainly qualitative tools, encompassing an objectives mapping; twenty-five themes and sub-themes; a number of available tools for data collection and the four evaluation criteria *Relevance, Effectiveness, Efficiency and Sustainability*. Guidance in the choice of methodology has been provided by:

   ► Requirements for the evaluation as described in the ToRs

   ► National context (described in section 3.3),

   ► Evaluation is occurring while introduction of DaO as a new approach for UN agencies is still ongoing, in other words this is a formative evaluation[2].

   ► Required comparability of the County-led evaluation with the DaO initiative in other pilot-countries.

30. Four evaluation criteria (Relevance, Effectiveness, Efficiency and Sustainability) were applied to the five pillars of DaO. Please refer to Textbox 1 for a definition of terms of these criteria. Data was collected from various sources: UN staff of various levels and involvement in DaO, GoCV staff with various levels of engagement with UN programmes, Civil society and donors (please refer to section 3.6 for a national partner mapping). This ensured a consultative process and sufficient opportunity for input from all stakeholders involved.

Relevance
The extent to which the objectives of an intervention are consistent with beneficiaries' requirement.
Efficiency
A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to outputs.
Effectiveness
The extent to which the intervention is able to produce effects
Sustainability
The capability of being continued

Textbox 1: Evaluation Criteria

31. The evaluation team formulated several themes and subthemes to address the knowledge gap this evaluation seeks to fill in order to assess DaO along the evaluation criteria (Please refer to Annex 5 for the themes and subthemes). Formulation of these themes was guided by the evaluation questions in the ToRs and inspired by the outcome of other pilot countries' evaluations. This Country-led Evaluation (CLE) takes place after the Hanoi conference where pilot countries presented the (preliminary) results of their country-led evaluations therefore, it is considered an advantage that this CLE can be more purposeful search for data to substantiate or refute the findings and lessons learned of the other DaO pilot countries. At the same time the evaluation remained cognizant of the importance of the specific national context for this evaluation.

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[2]Formative Evaluation: Evaluation intended to improve performance, most often conducted during the implementation phase of projects or programs Note: Formative evaluations may also be conducted for other reasons such as part of a larger evaluation initiative. Related term: process evaluation.

OECD,Glossary of Key Terms in Evaluation and Results Based Management (2002),

32. The themes and subthemes served to guide the interviews and focus groups. As very little documentation was available on DaO in Cape Verde a rigorous methodology could not be prepared before starting the data collection. The team felt the need to leave space for the themes to develop and did not want to limit itself during the interviews. On the other hand, interviews had to remain focused, because of the limited time for data collection available. The themes and subthemes are all directly related to the evaluation criteria and helped establishing the assessment of the five DaO pillars along these criteria. The interviews consisted of open and exploring questions and were intended to bring out information regarding processes, objectives and the interviewees' subjective assessment of DaO

2.4   Tools applied

33. The tools applied by the evaluation team in this evaluation are:

- ► **Semi-structured interviews**: see table in Annex 7. In total 47 interviews were carried out by two teams of interviewers, each interview taking approximately 1.5 hours.
- ► **Focus group meetings**: 5 focus groups were held as indicated in Annex 7.
- ► **Desk research**: a list of Reference documents is included in Reference Document list. The documents studied originated mainly from UN headquarters.
- ► **Electronic questionnaire**: although an attempt was made to interview stakeholders active in Cape Verde but without presence, only 2 interviews were carried out at regional offices in Dakar. Other key agencies have been approached by e-mail and asked to respond to questions in writing
- ► **Concept Mapping**: Objectives Diagram, please refer to paragraph 3.5 and Institutional Framework for DaO (refer to paragragh 3.4), national partners mapping (refer to paragraph 3.6)

Data processing

34. The data extracted from various sources using the approaches described above were processed by filtration and ordering of the datasets and by triangulation and verification with other data sources. Please refer to Annex 3 for a depiction of the data processing applied to arrive at the findings and recommendations.

2.5   Evaluation team

35. Annex 8 depicts the institutional framework for the evaluation. A team of 3 consultants from Ernst & Young Mozambique was contracted by UN and GoCV to carry out this country-led evaluation. The team was gender and regionally balanced and carried out the fieldwork in Cape Verde between 9 – 28th July. A consultant from Cape Verde joined the team to ensure inclusion of the local context and facilitate communication between team and UN.

36. The team was received and briefed by the UN before starting the interviews for this evaluation. Communication with the EMG and with the Government took place only via the UN. The remainder of the evaluation process as approved in the inception report can be found in the evaluation workplan (Annex 4)

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2.6   Challenge for the Evaluation Methodology

37. From the outset it was anticipated that the lack of baseline indicators would present a challenge to the evaluation. The evaluability study of 2008 had signaled this already[3]. However, it was assumed a baseline could be constructed which would make a pre and a post DaO assessment possible. During the mission and the evaluation interviews it became clear that this would not be possible due to high turnover of staff. Over 70% of the interviewees (both on UN side and on government side) was less than 2 years in their position (refer to Annex 7 for the table of interviewees). Hence, a comparison of UN operations before DaO and after could barely be constructed from this source. Also from documentation it proved to be extremely difficult to determine a pre-DaO situation.

38. The team attempted to resolve this methodological problem by trying to introduce the counterfactual and discuss with the stakeholders the question "what if there had been no Delivering as One", but this too proved extremely difficult to answer as the interviewees did not have experience with the UN operations pre DaO. The answers were mainly intellectual exercises rather than based on real experiences, although answered with best intentions for a frank answer.

39. The absence of indicators for the objectives of DaO created another significant methodological problem. Although UN participants' understanding and perception of the objectives of DaO was quite clear and unanimous, the lack of indicators for these objectives made it difficult for the evaluators to assess to what extent the UN in Cape Verde is on track to achieve them.

40. However, to arrive at the required evaluation matrix the evaluation team developed its own indicators, based on desk research and data collected from interviews. On a four point scale (A – D, with A highest and D lowest) the implementation of DaO towards its strategic intent was measured. Two methodological issues need to mentioned here. First, the indicators were developed post-data collection, although they are similar, there is not always a complete overlap with the themes and sub-themes that guided the data collection. Which causes some gaps in data required for a full assessment of the pillars along indicators' lines. Another issue that needs to be noted is that the indicators were unilaterally developed by the evaluation team. Although with best intention and with insistance of the UN, it is possible that some of these indicators were not part of the UN Cape Verde's vision of DaO.

41. Further challenges to the evaluation were constituted by the dearth of data, which hampered a robust assessment of efficiency and effectiveness and internal studies on operational cost savings as well as the productivity of UN resources in specific program areas since 2008. Also the lack of indicators for the subprogrammes made an assessment of DaO's contribution to development results unachievable. Finally, the near-simultaneous roll-out of both DaO and the Joint Office experiment made difficult the attempt to isolate the effects on UN operations due uniquely to DaO.

42. A final challenge was posed by the timing of the mission to Cape Verde, namely just before the holiday period, which made it difficult to ask for additional information and clarification during the analysis of the data and development of the report.

43. Notwithstanding these limitations, the team believes to have been able to collect enough data for a reliable and well-balanced assessment. The overall assessment formulated in a matrix that can be

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[3] Evaluability study p. 38

compared between pilot countries can be found in par. 156. This matrix and assessment is mainly perception based.

44. Section 3 of this report describes the context in which the UN in Cape Verde operates as well as the wider background and rationale for the UN to initiate reform and develop the Delivering as One approach. As the organization realized that not "one size fits all" a certain margin to operationalize Delivering as One is available to adjust the approach to the national needs. For this reason the institutional framework implemented in Cape Verde is described as well as the objectives as perceived by interviewees (inside and outside the UN). These are important benchmarks for assessment of the DaO experience in Cape Verde.

45. Section 4 – through 9 outline the findings of this evaluation per pillar and give an assessment of each pillar along the 4 evaluation criteria (Relevance, Effectiveness, Efficiency and Sustainability). The section ends with an assessment of DaO in general including an overall assessment in matrix format. The recommendations resulting from the findings are described in section 10. The final section 11 contains conclusions and lessons learned from the DaO experience in Cape Verde.

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3.   Delivering as One Background

3.1   Rationale and Objectives of DaO

46. Several converging trends and developments led to the introduction of the Delivering as One approach for the UN:

  ► External trends in development cooperation such as the Paris Declaration and Accra Agenda for Action.

  ► Internal forces in the UN, calling for greater coherence and efficiency in the UN's development intervention.

  ► Increased development efforts to attain the Millennium Development Goals set for 2015.

  ► Changes in development aid context in Cape Verde, including the Government's own policy strategy since 2001 to streamline donor involvement and CV's graduation from its LDC status.

47. The Paris Declaration adopted in September 2005 calls for greater harmonization and simplification of development aid and increased effectiveness. It also recognized the need for more national ownership of the development programmes and alignment with national development goals. The Accra Agenda for Action (AAA) reaffirmed these intentions in 2008 by adopting a declaration envisioning to: 1) strengthen country ownership over development; 2) building more effective and inclusive Partnerships for Development; 3) delivering and accounting for development results.

48. Introspection led the UN to recognize the need for action to respond to global changes such as the Paris declaration and AAA, calls for greater accountability and transparency, increased globalization and interconnection between countries and between development issues. In 1997 the UN had established the UN Development Group (UNDG) to be the UN's system executive committee for development cooperation and had since held regular reviews of its development interventions (TCPR). In 2004, the TCPR delivered recommendations for further coordination and coherence between UN agencies at the country-level. Since end of the millennium the Common Country Assessments and a UN Development Action Framework (UNDAF) had been introduced to increase coherence and cooperation between UN agencies at country level, but this had not generated the desired results. In February 2006 a High-level Panel on System-Wide Coherence was established that submitted its report in November of the same year, introducing "Delivering as One".

49. Due to the changes in aid environment the UN saw its development role being marginalized in many countries. Both donor and recipient countries recognize the UN's unique role and comparative advantages[4] and inter-agency cooperation was deemed the answer to halt the process of marginalization.

UN's comparative advantages:

  ► Advocacy for UN core values;

  ► Normative and technical advisory support, setting standards and ensuring quality control, in addition to providing technical advice according to the agencies respective mandates;

  ► Strengthening of national capacity at both central and decentralized levels, particularly strengthening

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[4] Please refer to textbox 2

►   Government capacity to deliver the additional resources channeled to the State Budget;
►   Support to national scale-up of evidence-based programmes;
►   Bringing the voice of civil society to the table. The UN can play a strategic role in ensuring that the voice of civil society is heard.
►   Building partnerships between all stakeholders. Given its impartiality, the UN is an ideal mediator and facilitator to foster partnerships

Textbox 2: UN's comparative advantage

3.2   DaO Chronology of Events

Delivering as One in Cape Verde
Together in Transformation

2001

New Government elected. Launches major state reform process for public sector modernization and good governance

09/2000 Millennium Declaration - MDGs

01/2004 Cape Verde approved for Joint Office pilot model

2002: Grand Options of Plan approved (2002-05)

04/2003 Agenda for Transformation approved

2000: Cape Verde starts negotiations to join WTO

PRSP I — 2004-2007

Monterrey (03/2002) and Johanesberg (09/2002 summits

2000/01: National Poverty rate 36.6%. Per capita GDP grew 179%, 2000-2008 (IMF 2010)

07/2003: Creation of NOSI, major push to set up electronic governance system begun with reforms in 1998. SIGOF introduced in 2002.

2005

09/2005: Paris Declaration on aid effectiveness

Cape Verde awarded $110m USD in Millennium Challenge Account, I Compact

07/2005: UNDAF is signed by Joint Office, FAO, WHO

2006

2006: Only 6 UN agencies resident in Cape Verde UNDP, UNICEF, UNFPA, UNFP, WHO, FAO

Governing party re-elected

UNDAF 2006-2010

01/2006 reform — Joint Office established

11/2006 Cape Verde declares intention to be DaO Pilot

05/2006: GAT — Transition Assistance Group created by GA Resolution to assist CV graduation

2007

12/2006: GOVCV signs Budget Support MOU with 6 donors, in effort to harmonize donor support

09/2007 Cape Verde accepted by Integrated Framework, to prepare DTIS, UNDP designated lead agency

01/2007: SG launches DaO in 8 countries. Start of DaO Pilot in Cape Verde

One Program 2008-2010, extended to 2011

2007: National Poverty rate 26,7%

10/2007: Steering Committee created, with GOVCV and civil society representation

2008

04/2008: Evaluability mission in Cape Verde

UNGA approves graduation of Cape Verde from list of LDCs

07/2008: Cape Verde ascension to WTO

07/2008: One Program signed and launched

05/2008: PRSP II Outlines 5 strategic Axes

11/2007: EU approves "Special Partnership" with Cape Verde (SPA)

09/2008: Dakar meeting, decision to include RA and NRA in UNCT-Cape Verde

2009

08/2008: GOVCV Cabinet reshuffling

12/2008: DTIS Report validated by national conference

2009: Total program spending by UN in Cape Verde $13.8m USD

2010

10-11/2009: Dengue epidemic outbreak

03/2010: GOVCV Cabinet reshuffling

04/2010: Cape Verde becomes first country to qualify for second MCA Compact with MCC

10/2009 Kigali Statement

2010: 20 UN Agencies in Cape Verde, 6 RAs, 14 NRAs; 7 NRAs have permanent staff

10/2009: Resolution — System-wide Coherence, calls for CLE of DaO Pilots

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3.3 DaO and Cape Verde context

Development Performance

50. Cape Verde is considered a success story among developing countries. In fact, its social and economic performance over the past two decades has been so impressive that in January 2008 the United Nations General Assembly voted to remove Cape Verde from the list of Least Developed Countries (LDCs). A cursory scan of social, political, and economic indicators, longitudinally and comparatively, clearly supports the view of Cape Verde as a success case among African and other developing countries. For a country that in 1975 few people inside and outside Cape Verde believed that Cape Verde would be viable as an independent country, this performance trajectory has been admirable.

51. How was this success possible for a small insular country with no natural resources and a harsh, unforgiving climate characterized by periodic famines? There were four key ingredients to this success. First, the country consistently invested in human development. For a country with no natural resources other than the energy and creativity of its people, this made sense and has had long term payoffs. The second was good governance, even under the period of one-party rule, with a leadership that adopted reasonably sound policies domestically and externally. The third, and related, has been the underlying social-political stability the country has enjoyed since 1975. This stability provided the conducive environment for the work of development to take root. Fourth, the country has been a beneficiary of the generosity of the international community as well as the strong ties its global Diaspora retains.

52. Cape Verde is a tiny country with a micro economy characterized by structural vulnerabilities. Yet it is an economy on a growth trajectory. Cape Verde is a services-based economy, with GDP a little over $1.6 billion USD in 2008, but with a relatively high per capita income of USD $3,436 for 2008.[5] Economic growth has been strong and consistent in the past two decades (on average 6% percent during 2001-2010 with a peak of 10.9 percent in 2006).[6] With most significant growth in the tourism sector, this now accounts for 20% of GDP.

53. Cape Verde is one of a few African countries that are on course to meet the Millennium Development Goals (MDGs). Please refer to table 1 for Cape Verde development indicators).
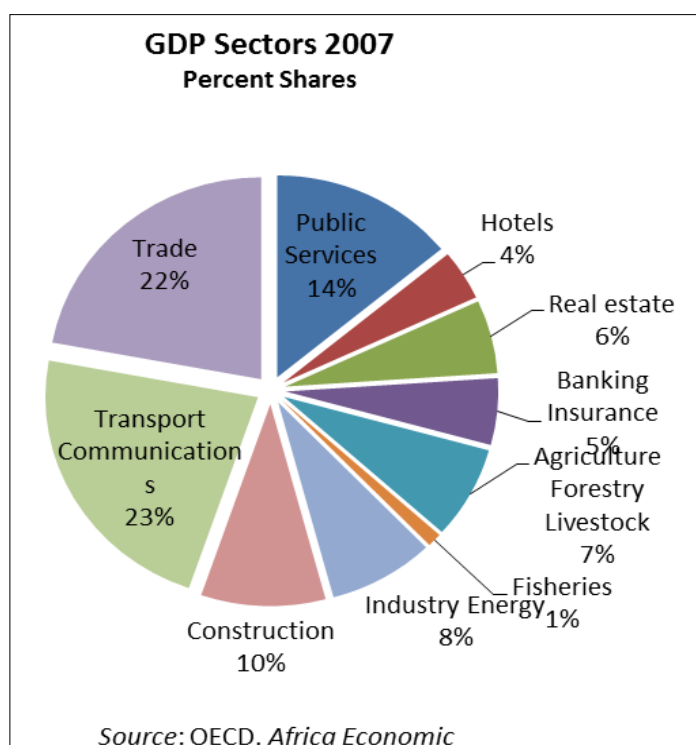
Figure 1 – Source citation: OECD, *Africa Economic Outlook 2009*

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[5] GDP per capita growth has been impressive, and estimated expansion of 179 percent between 2000 and 2008 according to IMF statistics. Data from the Central Bank of Cape Verde (BCV) shows an expansion of 133 percent during this same time period (BCV, "Quadro Síntese," 2010).

[6] The IMF projects a 5.0% GDP growth rate for 2010.

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Human Development Report 2009	MDG Indicators	
Human development data - MONITORING HUMAN DEVELOPMENT: ENLARGING PEOPLE'S CHOICES .		
		2007
Total population (millions)	1990	0.4
	2007	0.5
	2020c	0.6
Human Development Index Ranking[7]		121
	2002-2003	**2007**
Gross enrolment (combined all levels of education)		68.1%
Adult literacy		83.1%
% population below poverty line[8]	36.7%	26.6%

Table 1: Selected social indicators for Cape Verde

54. Cape Verde's external dependency, its lack of an export base, means that its current account is perennially in deficit. Remittances from the country's global Diaspora have played a pivotal role in the country's development and poverty alleviation, before and after independence. Cape Verde has one of the world's highest remittances/GDP ratios, and is in the top three in sub-Saharan Africa. The Cape Verdean Diaspora retains strong emotional and familial links to the mother country. It is estimated that the Cape Verdean Diaspora is well over twice the size of the resident population. In general, remittances from Cape Verde's global Diaspora have been a relatively stable and reliable source of domestic demand and investment capital, have proven to be less prone to volatility and cyclical turns as are foreign direct investments, and have eased fiscal pressures on government involving social services and anti-poverty measures (Please refer to table 2)

55. This success story in the middle Atlantic has been socioeconomic as well as political. Cape Verde ranks today among the world's most stable and democratic societies. To the extent this story has thus far been of relative success, the country owes it to a fundamental pre-condition – getting its politics right in the form of sensible governance and durable social peace. It has consistently ranked among the top four in Africa on the widely used Ibrahim Index on good governance (refer to Figure 2 below). In many ways, Cape Verde's good governance has been a strategic political resource that, while the country lacks natural resources, it has been able to leverage to attract international support and investors.

Human Development Report 2009	Indicators Financials[9]		
		Sub-Sahara Africa	**Cape Verde**
GDP per capita (PPP US$)	2007	2,031	3,041

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[7] UNDP Human Development Report 2009, overcoming barriers. Human mobility and development.

[8] "Relatório dos Progressos Realizados para atingir os ODM" Foco Municipal RELATÓRIO 2007-2008 CABO VERDE Versão Final

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Human Development Report 2009	Indicators Financials[9]		
		Sub-Sahara Africa	Cape Verde
Total GDP (US$ billions)	2007	804.0 T	1.4
ODA per capita (US$)	2007	39	308
Remittance[9]	US$ millions	16,815	139
	inflows per capita (US$)	26	262
	inflows as a % of ODA	..	85
	inflows as a % of GDP	..	9.2
Percentage of remittance	inflows by origin – Europe	47.2	62
	inflows by origin - Northern America	24.3	25.2
Emigration rate		2.5	30.5%

Table 2: Selected Cape Verde macroeconomic indicators

Development Policy and Strategy for Growth and Poverty Reduction

56. Development policy in micro-states in the globalized world economy today is, in essence, an exercise in the art and science of managing vulnerability. This is especially true for micro-states sharing the set of unique characteristics like Cape Verde – geographic discontinuity, insularity, absence of natural resources, and so on.

57. The evolution of development policy in Cape Verde can be divided into three distinct broad phases:

   ► Pre-1990 The post-independence phase was characterized by central planning and one-party rule. Development policy focused on basic human needs and services, such as basic education, employment creation through public works, averting famines, and mobilizing foreign aid.

   ► The period of the 1990s, with the introduction of sweeping market-based structural reforms. Like everywhere else in the world, the new government adopted a fast paced program of deregulation, privatization, and trade liberalization. These reforms, along with changes in property rights legislations and the introduction of generous incentives, spurred the rise of the tourism sector.

   ► The period after 2001. This phase was characterized by an ambitious Agenda for Transformation to modernize the state and diversify the economic base. The goal is to develop a high growth services economy as the most effective way to alleviate poverty and compete in the new global economy. The Agenda for Transformation has as its objective the development of an economy based on trade in services, not goods. The main sectors identified for promotion are high value added tourism, cargo and passenger transportation services, financial services, information

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[9] UNDP Human Development Report 2009, overcoming barriers. Human mobility and development.

Comment: Calculated based on data on remittances from World Bank (2009b). "Migration and Remittances Factbook 2008: March 2009 Update". Washington DC: World Bank and and on ODA from OECD-DAC (2009)."Creditor Reporting System (CRS) Database." http://www.oecd.org/dataoecd/50/17/5037721.htm. Accessed July 2009.

technology and business process outsourcing, fisheries transshipment and processing, and creative cultural industries.

58. Development policy since 2001 has been guided by three pillar documents: the Grand Options of the Plan, approved in 2002; the Economic Transformation Strategy of 2003; and the Growth and Poverty Reduction Strategy Paper I and II (GPRSP), covering the periods 2004-2007 and 2008-2011. The challenge has been to align better the Agenda for Transformation and the GPRS. This alignment was improved under GPRSPII, which outlines the five main axes of social and economic policy. Its ambitions are to reduce poverty and transform Cape Verde into an internationally competitive economy. An important substantive reform has been the modernization and rationalization of the public administration.

59. Aside from a guiding strategy to orient social and economic policy, Cape Verde has also been equally ambitious and purposeful in its foreign policy. At the same time, Cape Verde's fast paced growth over the last two decades has naturally altered its position in the world. It has entered a new phase in its development, and this has reconfigured its relationship with the outside world. Its graduation from the list of least developed countries has profound implications for this relationship, such as dwindling eligibility for grants-based development assistance.

60. The political leadership has adopted an aggressive strategy to integrate the country into the world economy, e.g. by becoming member of the World Trade Organization in 2008, by pushing for a Special Partnership Agreement (SPA) with the European Union[10] and by becoming member of the Economic Community of West African States (ECOWAS).

The Donor Environment

61. If the social and economic results today of Cape Verde's development policy can be considered a case of success this can partially be attributed to the generosity of the donor community and its Diaspora. Until recently, ODA accounted for the largest share of GDP. Without the generosity and partnership of the international community, Cape Verde's success, if not its very viability as an independent state, would be questionable. It is necessary to contextualize Cape Verde's development story. Cape Verde did not do it alone. However, it employed wisely the generous contributions of donors to stimulate pro-growth initiatives and promote human development.

62. Cape Verde has one of the highest annual aid per capita indicators in Sub-Saharan Africa, about $438 USD in 2008, though this is not unusual given its small population. The IMF estimated net annual aid inflow to be about $108 million USD during 1999-2005. In terms of GDP shares, ODA has been declining to an estimated 14 percent in 2008. Cape Verde's graduation has resulted in a more complex dynamic. As to be expected, grants have experienced a declining share while loan-based ODA has been increasing.

63. Cape Verde appears to have positive relationship with donors, bilateral and multilateral. Multilateral donors apart from the UN have been the World Bank, IMF and African Development Bank. A major bilateral donor has been the United States (in 2005, Cape Verde became the first country to be awarded the MCA Compact grant, a sum total of $110 million USD over five years). It is a darling of the EU

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[10] Signed in November 2007, the SPA is intended to strengthen dialogue and policy convergence. The goal is to provide Cape Verde greater preferential access to the European market and eligibility for certain EU programs and funding. The EU has become a de facto benchmark for Cape Verde, and there is a deliberate effort to adopt and satisfy EU regulatory and legislative standards

countries. Spain, Luxembourg, and Portugal accounting for 63 percent of the total ODA in 2008.(please refer to Figure 8in Annex 2)

64. As noted elsewhere in this report, the Delivering as One reforms have resulted in a significant resource reinforcement of the UN presence in Cape Verde. The United Nations system today ranks as third largest donor in the country. Total UN spending has increased in the last three years. Total committed financial resources for 2010 is USD $27.3 million[11], as projected in the 2010 Annual Workplan submitted to the Government. This figure doubles the total spending by the UN system in Cape Verde in 2009, which was USD $13.8 million. In 2008, total UN spending was USD $11.9 million.
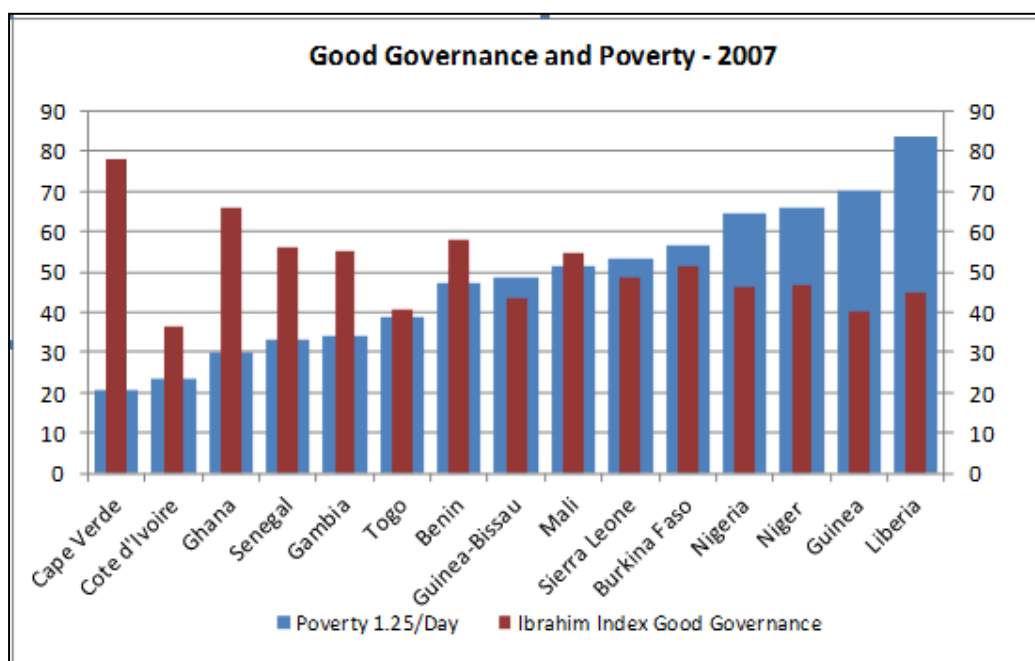
65. Cape Verde has been able to leverage its credibility – based on solid performance and good management to attract continued donor support and donor flexibility. This credibility is an essential capital as Cape Verde makes its transition into the middle income country category. In a further effort to smooth its transition from the list of least developed countries, Cape Verdean diplomacy successfully lobbied for the creation of Transition Assistance Group (GAT), consisting of the government and the country's major donors who pledged to continue their support during its graduation transition[12]. Cape Verde became the first country in the world with this kind of arrangement. The GAT declaration not only committed donor support and endorsed government strategy, it also explicitly committed donor support in alignment with national policy priorities as outlined in the GPRSP and the ETS. The original pledge was to support Cape Verde transition for three years, 2008-2010.

66. In many ways, and notwithstanding its insignificant size in the global system, Cape Verde has been a pioneer in reconfiguring its relationship with donors. It quickly and enthusiastically volunteered to become a pilot country for several UN reforms: the merging of the 4 ex-Com agencies into the Joint Office in 2005 and the Delivering as One Pilot in 2007. In this instance, becoming a pilot was not a departure from its policy practice, for it was a natural outgrowth of the government's ongoing efforts to

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[11] Funding of AWP is 64% secured.

[12] The GAT was a formal recommendation of the General Assembly in Resolution 59/209. Its members include the government of Cape Verde, Austria, China, Spain, the United States, Netherlands, Luxembourg, Portugal, the World Bank, the European Commission, and the United nations

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streamline its relationship with donors. In other words, the UN reforms intended to bring greater coherence and impact to UN programs, have coincided opportunely with Cape Verde's much broader strategic approach to its donor relations.

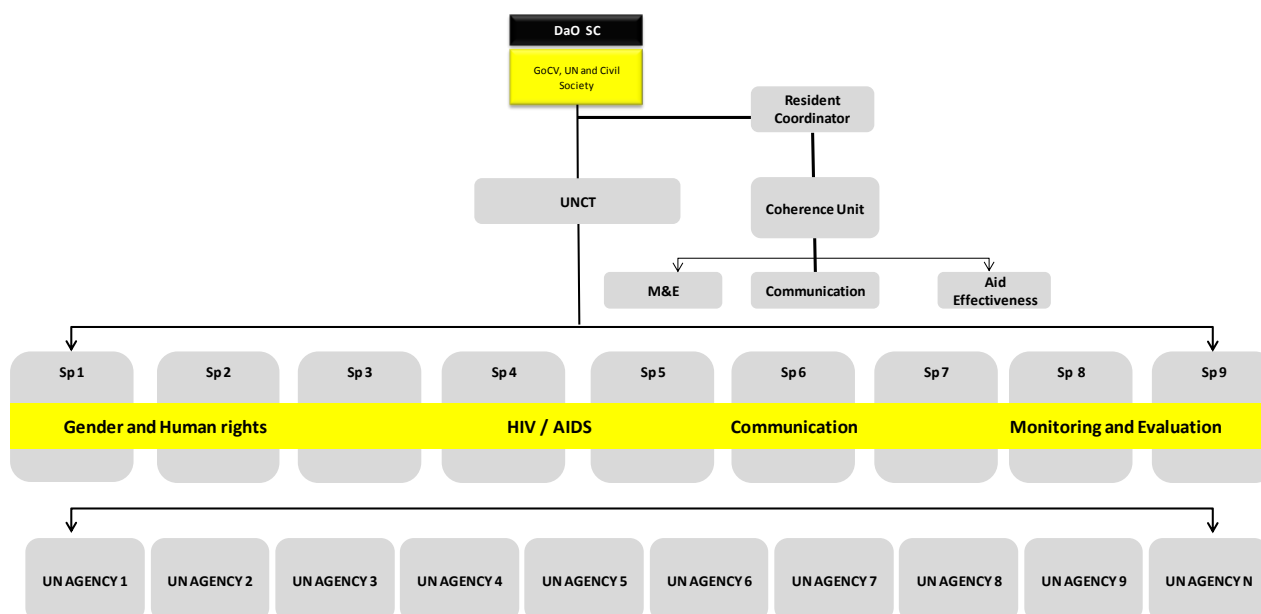## 3.4   Institutional Framework for DaO in Cape Verde

Figure 2: DaO institutional framework

67. DaO institutional framework in Cape Verde consists of three layers: Steering Committee, UNCT (supported by the RC Office) and the Subprogrammes.

68. The Steering committee consists of 3 representatives of the UN (the Resident Coordinator, one Resident Agency and one Non-Resident Agency), 3 representatives of the Government on national level 1 representative of the government on local level and 1 representative of civil society, the president of the platform for NGOs of Cape Verde[13]It is jointly presided by the Ministry of Foreign Affairs and the RC, it has been convened three times in 2009 - 2010, to discuss the allocation of funds from the One Fund.

69. Some key roles of the Steering Committee are:

   ► Define priorities and provide strategic direction for the Delivering as One process in Cape Verde.;

   ► Provide a forum for evaluation, discussion and analysis of issues and obstacles for the DaO implementation;

   ► Ensure alignment of the One Programme with national development priorities;

   ► Agree on milestones and performance indicators for assessing the "Delivering as One UN" in Cape Verde, oversee the development and internal review process and participate in the external evaluation;

   ► Supervise allocation of funds from the One Fund.

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[13] Termes de référence du Comité de Pilotage

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70. The United Nations Country Team is the level of coordination responsible for the internal supervision and direction of DaO implementation. The RC has opted for a collegial cabinet model based on consensus and inclusiveness. The UNCT is supported by the RC Office, in particular the coherence unit. This department is responsible for facilitating the integration process of the UN agencies by preparing UNCT meetings, preparing templates, plans and reports; overseeing communication for DaO and M&E; facilitating planning and implementation process of the One Programme

71. The third institutional level of DaO in Cape Verde is the programmatic level, consisting of 9 subprogrammes headed by Programme leaders (please refer to paragraph 82 for further elaboration of the programmatic organization in CV)

72. Another layer is formed by cross-cutting issues working groups, such as the working group on gender & human rights, on communication and on operations. These working groups are somewhat ad hoc or are fairly recent. Their objective is to increase capacity of their cross-cutting issues within UN staff, ensure its inclusion in each subprogramme or in the case of the communication and the operations working group to commonly implement a strategy, develop a strategy or come to development of common services.

3.5 Objectives Mapping

73. According to UNDG, the objective of the DaO pilot is described as follows: "The pilots will test how the UN family can deliver in a more coordinated way at the country level. The objective is to ensure faster and more effective development operations and accelerate progress to achieve the Millennium Development Goals by establishing a consolidated UN presence - with one programme and one budgetary framework and an enhanced role of the UN Resident Coordinator - while building on the strengths and comparative advantages of the different members of the UN family"

74. In addition to the Delivering as One Report the UN in Cape Verde has not formulated an operational document or a vision document. However the objectives of DaO have been communicated in various ways since its inception and the evaluation team found most of UN staff (and external partners)
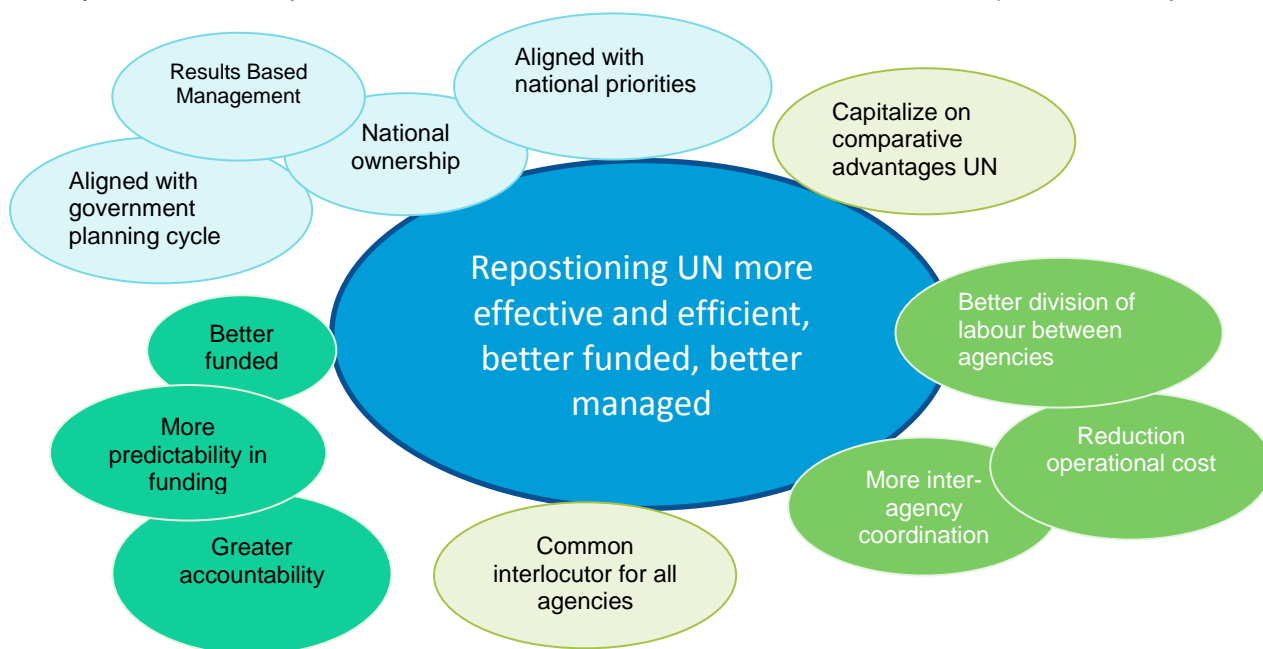

Figure 3: Objectives mapping

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reasonably well-informed about its objectives. This way the evaluation team was able to frame the objectives mapping for DaO in Cape Verde as depicted in Figure 3

75. The most commonly mentioned objectives were increased co-operation and co-ordination between UN agencies, better alignment with national development goals and more efficient operations.

3.6   National Partners Mapping

76. A mapping of the national partners the UN works with gives an idea of the complexity the environment it works in and of its programmatic priorities.

77. In terms of budget allocation in the 2010 Annual Work Plan, the principal national partners of the One UN Programme in Cape Verde are: the Ministry of Environment, Rural Development and Marine Resources (MDRRM), Ministry of Health (MS), Ministry of Justice (MJ), Ministry of Economy and Economic Competitiveness (MECC), Ministry of Work, Professional Training and Social Solidarity (MTFPSS), and the Ministry of Education and Higher Education (MEES).[14] This pattern is consistent with the 2009 Annual Work Plan.

78. This distribution of resources is in partial alignment with the 5 axis of development policy priorities as defined in the government's 2008-2011 PRSP II (state reform, human capital, and economic competitiveness). The resources devoted to MTFPSS and MDRRM, it may be argued, address Axis V of the PRSPII, social cohesion. The notable exception is the environment, which does not appear as a top priority in the PRSPII, but headlines the UN's 2010 Annual Work Plan.
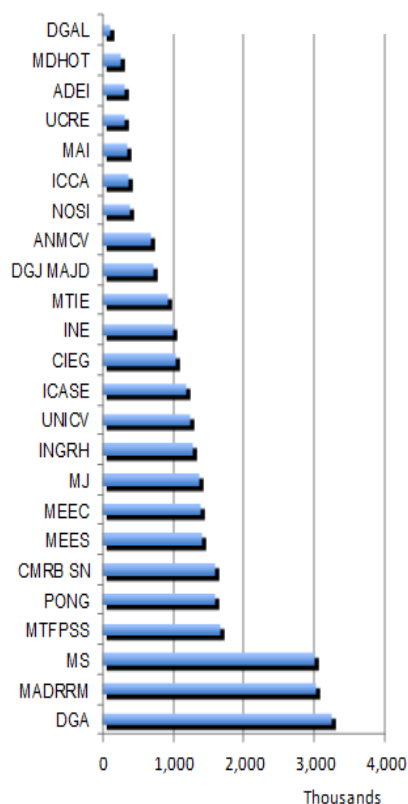
Source: UN Cape Verde, 2010 Annual

79.   Unsurprising given the scope of UN activities in Cape Verde focusing on the environment, the single largest beneficiary is the Directorate General of the Environment (DGA) of the MDRRM. In the 2010 Work Plan, the DGA will be responsible for managing and implementing an estimated $3.2 million USD. The DGA is followed by two other official agencies, the National Institute for Water Resources Management (INGRH) and the Cape Verdean Institute for Educational Social Action (ICASE). Consistent with the UN focus on cross-cutting issues and the government's own priorities, gender issues receive high priority. As a proxy indicator, the Cape Verdean Institute for Equity and Gender Equality (ICIEG), of the Prime Minister's Office, benefits from or participates in projects totaling over one million dollars in several Sub Programmes.

80.   In the non-governmental sector, a small number of non-governmental national partners are direct and indirect beneficiaries of UN projects in Cape Verde involving one million or more dollars: the umbrella organization, the Platform of Non-Governmental Organizations (PONG), and

[14] The official names (and functions) of some of these ministries (MECC, MEES) have changed since the early 2010 cabinet reshuffling.

the public University of Cape Verde. In both cases, these organizations are sole beneficiaries in small projects with only modest resources. In the majority of cases, they are co-participants in projects involving several partners. As an example of this point, the governmental ICIEG is a partner in numerous projects totaling more than one million dollars, but the project in which it is the sole partner has a budget of about 200,000 dollars.

81. An oft repeated comment from national partners – governmental and non-governmental – from the field interviews was that the UN in Cape Verde spends too much resources on "little projects" ("projectinhos"). Taken at face value, the 2010 Annual Work Plan supports this observation. According to the approved 2010 Work Plan, three hundred and forty six projects/ activities are planned, for a total resource commitment of $27.3 million USD. Of these 346 projects, 280 of them, or 81 percent, will have a budget of 100 thousand USD or less. At the same time, an equally often heard comment from the field interviews was that without UN support, many projects and even organizations in Cape Verde simply would not happen or become viable. UN support makes possible civil society organizations and specific activities that would otherwise not happen.

82. As illustrated in the graph below, Sub Program-4 (Economic Competitiveness) and Sub Program-5 (Environment) are by far the two biggest areas of investment in terms of resource allocation, accounting for over half of the planned 2010 budget. Sub Program-5 is the single largest, accounting for 30 percent of the total 2010 budget.

2010 Annual Workplan Total Planned Resources

- SP-1 Economic Graduation and Integration
- SP-2 Strengthening Security
- SP-3 Consolidation of Democracy
- SP-4 Promotion of Growth and Economic Opportunity
- SP-5 Environment, Energy, Disaster Prevention and Responses
- SP-6 Quality of the Education System
- SP-7 Participation of Youth
- SP-8 Reform of the Health Sector
- SP-9 Child and Social Protection

$1,903,500 , 7%
$2,081,093 , 8%
$1,400,615 , 5%
$1,212,300 , 4%
$2,368,000 , 9%
$645,850 , 2%
$2,888,238 , 10%
$8,123,764 , 30%
$6,732,851 , 25%

Source: UN Cape Verde, One Program Annual Workplan, 2010

Figure 4: 2010 Annual Workplan budget per subprogramme

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4.   One Programme

> **1) FINDING:The One Programme is not yet a fully integrated and coherent development programme. Planning process was difficult, but the learning curve the UN agencies went through has benefited the UN agencies. They are in better position to further increase coherence and effectiveness of their interventions.**

83. Repeatedly the evaluation team heard that the process leading to the One Programme was a difficult one. This is demonstrated also by the delay in finalizing the One Programme and obtaining approval by the GoCV. The planning process was not very efficient, it started in October 2007, and it was not until July 2008 that the One Programme was signed by all parties, UN and GoCV. This resulted in a delay in disbursement of funding and a further delay in execution of the programmes in 2009. UN staff in general agree that the process was a necessary learning curve, especially for the relations between resident and non-resident agencies. The UN is now better positioned for further integration and coherence of its development interventions, because understanding of each others' mandates and activities has increased. The evaluation noted very little of the tension between RA's and NRA's described in the evaluability study. The generally shared opinion is that inter-agency cooperation and increased range of mandates and areas of expertise have considerable benefits for Cape Verde.

One Programme structure

84. The One Programme consists of 9 subprogrammes that are consistent with the themes from the Government's Poverty Reduction Strategy (DECRPII). The subprogrammes are organized along 4 thematic axis, consistent with the Governments programme (Good Governance, Economic Growth, Environment and Human Capital and Social Protection). However, this does not seem to be an active layer of coordination. Please refer to Annex 6 for a comparison between thematic axis and programmes of DECRPII, UNDAF 2008-2010 and the DaO One Programme

85. As per Results Based Management (RBM) methodology, each subprogramme has defined a main objective, then various outcomes leading to this objective (in total there are 19 outcomes in the One programme) and various outputs contributing to the outcome. The outputs are annually translated into concrete activities (346 counted in AWP 2010). Each outcome has a short description of what is to be achieved, then lists outputs and activities. From an inside-out perspective, Delivering as One occurs at the level of output and not at the level of subprogrammes or activities. In the preparation of the annual work plans and in negotiation of the One Fund allocation, DaO forces each agency to align its respective programmes and activities with the common outputs. This is a gain, but agencies have thus far not done any joint programming and implementation. By programming their activities under common outputs, the assumption is that they will lead to these outputs.

86. Each subprogramme has a lead agency to coordinate agencies' activities. ToRs of the subprogramme's lead agency have been drafted. In practice the effectiveness of this coordination mechanism is completely dependent on capacity of the staff member of the lead agency. A more rigorous regime of monitoring the work of the lead agency and empowerment to take action to safeguard subprogrammes' objectives could lead to more effective coordination in the subprogrammes.

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One Programme

Thematic axis: Governance	Thematic axis: Promotion of Growth & Economic opportunities	Thematic axis: Environment and Energy	Thematic axis: Human capital and Social Protection
1. Accomplishment of Economic Graduation And Integration In The Global Economy 2. Strengthening of Security 3. Consolidation of Democracy	4. Promotion of Growth And Economic Opportunities	5. Environment, Energy And Disasters, Prevention And Response	6. Quality Of The Education System; 7. Youth Participation; 8. Contribution to The Reform of the Health Sector; 9. Child And Social Protection.
Gender	Capacity Development	Human Rights	Communication for Development	HIV / Aids
Cross-cutting issues

Table 3- One Programme – thematic axis and Subprogrammes

> **2) FINDING: DaO has resulted in tangible gains for the GoCV. DaO has increased access to expertise and mandates, increased UN investments and provided a fuller picture of UN activities in Cape Verde. DaO has led to efficiency gains in management of the UN partnership and greater alignment with Government priorities.**

87. DaO has increased inter-agency cooperation, allowing for more streamlined management of UN partnerships by the GoCV. Some of the duplication in activities has been cut and in other areas opportunity for further synergies have been identified. Government stakeholders now agree that UN operates in a more unified manner. For example on cross-cutting issues such as HIV/Aids it occurred that a government institute would meet with various UN agencies on the same topic or activity, this has now been reduced to one representative of the specific cross-cutting working group. Another example are funding requests from National Partners that is now submitted to only one UN agency, where previously partners would attempt with several agencies. A third example is the introduction of HACT, the common approach on Cash Transfer, used by some of the UN agencies. This has led to an initial step in simplifying and harmonizing reporting requirements of UN agencies, but still has a long way to go.

88. The price to be paid for this streamlining and co-ordination is still burdensome and consists of increased workload for the UN, but is expected to decrease once the learning curve has been passed. An important reason for the GoCV to become pilot country for DaO was the expectation it would lead to increased alignment and safeguard the quality of the interventions of the UN System in Cape Verde[15],this expectation seems to be realized as the One Programme is aligned with Government development priorities (please refer to Annex 6).

89. The co-ordination and streamlining efforts of the GoCV are important factors in increased relevance of the UN. The Government is well aware that for Delivering as One to work, demanding (requesting) as One has to work as well. Government agencies themselves should not deviate from central government's strategy and request UN effort in programmes that are not part of the GoCV's strategy. Public sector reform coinciding with DaO is a reinforcing factor in this respect. Planning departments are formed or further empowered in ministries and the GoCV attempts to form thematic counterparts for the UN programmes so government and UN can work in sectors encompassing various ministries. GoCV

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[15]Ministry of Foreign Affairs, Cooperation and Communities, Government Report Results Of First Year Of Delivering As One Un In Cape Verde (2008)

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also works on its sectoral plans and dissemination of its poverty reduction strategy (DECRPII), for decentralized government bodies or line ministries to be more in line with this strategy.

90. The NRA's noticeably have brought more expertise to Cape Verde, which is timely with Cape Verde's promotion from LDC and questions of basic needs are being replaced with matters on foreign trade and telecommunication regulations (for example). Especially the work of UNCTAD in supporting the government becoming a member of the World Trade Organization has been widely recognized as highly relevant. The access to more and different mandates and expertise play a significant role in increased relevance of the UN in Cape Verde. A missed opportunity so far has been the difference in planning cycle between UN and GoCV. It was noted that UN was often presented with 'left overs', programmes that were not funded by any other donor because the UN is planning after the GoCV has already finished its planning cycle for the next year. By aligning its planning cycle to the GoCV's cycle the UN expects to be more strategic.

> **3) FINDING: Weaknesses of monitoring and evaluation capacities and system have become more apparent and adversely affect the whole UN system at national level.**

91. Three factors contribute to difficulties with monitoring and evaluation of the One UN programme in Cape Verde:

► The absence of a common vision complicates the definition of indicators and a clear Monitoring and Evaluation framework for each subprogramme. Due to loose joint programme or lack of joint programming the definitions of common output indicators has proofed difficult.

► Recurring changes in staff and difficulty in maintaining the institutional memory. Many staff tasked with Monitoring & Evaluation of programmes have changed position. New staff hired are lacking experience in the UN M&E framework and systems or RBM programming in general. They cannot be expected to fill the gap left by incomplete programme design. The M&E working group started only recently and capacity seems insufficient to develop a high quality M&E framework. There are no ToRs for the M&E working group, there is not enough clarity about the role and responsibility of the Working Group, when these challenges are overcome, the M&E working group is a good step in improving institutional memory and decreasing dependency on individual staff.

► Incompatibility of M&E systems between UN agencies and between the UN and Government leads to problems consolidating M&E data. Notwithstanding training sessions not all Joint Office staff is familiar with UNDP's system (Atlas). Other agencies use other systems that are not compatible with Atlas. This results in parallel reporting systems and inefficiencies due to duplication and manual work.

92. Notwithstanding the challenges for monitoring and evaluation, the UN CV has been able to develop a single UN Annual report 2009 followed by a joint evaluation meeting. This combined annual report can be considered a significant achievement and important contribution to providing greater transparency about the UN's activities as a whole. The process leading to this report was not very efficient, if the UN is able to improve its reporting process and build on the lessons learned from the production of this report, it is well positioned to increase efficiency of the M&E process.

93. The evaluation noted furthermore that Implementation partners perceive the UN reporting as complex and not very insisting, National partners indicated that accountability and reporting requirements vary per agency, for example on financial reporting some agencies are noted to ask for cost codes, but not all, these codes do not match codes used by the IP, which complicates their reporting task and creates an obstacle to providing their input to the UN financing agency.

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94. In addition to reporting requirements on local level, each agency continues to produce its reports on regional and HQ level, requiring input from the Cape Verde offices as well. This double reporting requirement is not only an extra burden on UNCV staff. Where outcomes are generated by combined efforts of agencies, these HQ or regional requirements force agencies to untangle the joint efforts and describe each agency's specific input. Contrary to the DaO spirit and resulting in further duplication of work.

> **4) FINDING: Effectiveness of NRA's has improved by hiring local programme officers, however also remote project management can result in effective coordination.**

95. 14 Non-resident agencies are active in the One Programme in Cape Verde; at the moment 7 of these 14 have hired local programme officers, who are hosted in the UN house. These local officers bring two advantages: the NRA has a constant foot on the ground which eases access to and communication with local partners. The officer is usually a Cape Verdean and thus brings better understanding and knowledge of the local context to the work of the agency. However, the costs involved in this local officer should not be underestimated, not only direct costs to the agency, but also in indirect cost to the Joint Office providing common services to the officer (please refer to section 7 for further analysis of the common services). It has been noted by both resident UN agencies and national Implementation Partners that initially the local officers of NRAs were not empowered enough and required a lot of consultation with their regional officers.

96. Some NRA's demonstrate that a local officer is no prerequisite for successful implementation of subprogrammes. SP1, aimed at CV's economic graduation and integration of the global economy has been led by UNCTAD from Geneva. Notwithstanding its remote operations, SP1 is on track as far as spending goes (refer to table 4), Annual workplans are submitted on time and the national partners are in general satisfied with TA it has provided.

97. On the other hand it has also been noted that communication with NRAs poses challenges, because of the great number of countries some of the NRAs' officers spend significant amount of time out of office and are not always responding to e-mails in a timely manner. Vice versa NRAs encounter problems contacting their local counterparts at times. To facilitate communication between local implementation partners in Cape Verde and NRAs an NRA focal point has been appointed. The current focal point in the RC office has been in her position only recently and very little experience with her performance could be registered. The previous focal point for NRA's had been very effective, which demonstrates that this set-up can be a good mechanism to facilitate NRA's access to the country.

> **5) Finding: DaO has facilitated the inclusion of cross-cutting issues in UN interventions. Inter-agency co-operation has facilitated a multi-sectoral approach to development issues.**

98. The One Programme has been designed with 5 cross-cutting issues: Gender equality, Human Rights, Communication for Development, Capacity Building and HIV/Aids. Especially in the area of gender the UN is well positioned to achieve results. This is due to the convergence of several factors: contracting of a national gender advisor; direction and support of the RC; funding available from UNIFEM. These factors in combination with a work spirit aimed at inter-agency cooperation and shift in thinking from single issue to a multi-dimensional approach to development issues, has made inclusion of cross-cutting issues easier. Two examples of achievements in the area of gender are of note here, the first is a project on gender sensitive budgeting of public expenditures and another is the advancement of a law against domestic violence. Both projects of the ICIEG[16] with support of various UN agencies. Also, within the UN achievements are noted in the area of gender, for example a gender audit was carried out to define weaknesses in their own system related to gender equality to be better able to address these weaknesses.

99. A working group on Human Rights and Gender is created, which is envisioned to assure inclusion of the cross-cutting issues in each subprogramme and agency. This is already happening by increasing capacity of the work group members and further assessment of UNCT and agency staff of its capacity to include gender issues to its programmes.

100. An inherent contradiction and possible tension in DaO is related to the UN's mandate to advocate cross-cutting issues and normative frameworks. The emphasis on national alignment of the UN's interventions can potentially be in contradiction with its mandate to advocate cross-cutting issues and normative frameworks that are less popular with GoCV. For example, due to lack of capacity the government can let one human right prevail over another one. This poses the question whether the UN's intervention should follow these national priorities or should continue its efforts advocating the norms of its mandate. The evaluation team noted that government officials felt the UN was not aligned with national priorities, whereas the agency was carrying out its mandate and advocating for specific human rights or other social standards that were lower on the Government's agenda.

101. **Relevance**: The One Programme can be assessed as relevant, thanks to the increase of funds and greater alignment with national development priorities since DaO. The improved access to the UN system as a whole and its various mandates also has contributed to the relevance of the One Programme.

102. **Effectiveness**: The effectiveness of One Program, and DaO overall, can be measured in multiple ways. We highlight two important dimensions of effectiveness, and DaO in Cape Verde can be judged a success thus far along both dimensions. First, there is greater coordination internally, among the agencies and in terms of their annual planning. Thus, there is less duplication, which is a big accomplishment, as a result of greater information sharing and planning together, at the same time, and using the same format. This assessment is based on the perception of people interviewed as well as on the new planning process and guidelines introduced by the Coherence Unit. But an equally important finding is that there are greater opportunities for agencies to identify complementarity. Second, effectiveness can be measured by the degree of alignment with national priorities. This has clearly happened even if it is not 100 percent. There is broad consensus inside and among national

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[16]Instituto Cabo-verdiano para Igualdade e Equidade de Género (Cape verdian insitute for gender equality)

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partners that One Program has resulted in greater alignment, while many acknowledged that work remains to be done and that the pace and sequence of program implementation may not always be according to national partner wishes.

103. Alignment with national priorities and inter-agency cooperation is not a novelty under DaO. The UN has always supported GoCV and its influence and mandates in the government's poverty reduction strategy are clearly visible. The UNDAF and the Common Country Assessment (CCA) were previous exercises of interagency co-operation. A comparison between DECRPII, UNDAF 2008-2010 and the One Programme show a clear congruence in priorities between the UN agencies and GoCV (see annex 6). DaO has certainly contributed to increased relevance of its One Programme by including NRA's and offering a broader range of mandates and expertise to Cape Verde.

104. Effectiveness of inter-agency cooperation and the UN's role as convener of government and donors was demonstrated in October 2009 during an outbreak of Dengue epidemic in Cape Verde (please refer to textbox 3)

105. **Efficiency**: A statement on improved efficiency due to DaO is difficult to make as Joint Programming did not happen pre-DaO on this scale. As stated above, joint programming and evaluation of progress is not yet very efficient. It is generally believed this is due to its newness, once DaO becomes a normal way of working and people are more familiar with it, efficiency is expected to improve. On the other hand, the organization of work and planning into Sub Programmes has resulted in a more efficient means of inter-agency communication and coordination, even if it has also meant additional demand on staff time and attention. In general this inter-agency cooperation has been perceived as positive and leading to greater understanding of each others mandate, examples for greater synergy have been found in co-operation between UNODC and WHO where staff from min of Health and min of Justice attended a conference on HIV/Aids prevention among drug addicts. Also in the area of youth employment it was recognized that ILO and UNIDO could be more complementary.

106. Whereas in theory the production of an annual report should be mainly a matter of collecting information from the subprogramme leaders, it was obvious that this endeavor was successful mainly thanks to the Coherence Unit. The coordination layer of the subprogramme leaders does not yet function very well for all subprogrammes, collecting reporting information on subprogrammes leaned heavily on the efforts of the Coherence Unit.

107. **Sustainability**: Sustainability of the One Programme is dependent on UN CV's capacity to retain the lessons learned from the previous period and to build upon these experiences. With the constant changes in staff, this could be a challenge. Anchoring DaO in the organization is therefore key. Sustainability is also directly related to funding of the One Programme. Especially the increased coordination effort for UN staff due to DaO is difficult to maintain as long as this is treated as additional work. At the moment, although burdensome it seems manageable for UN staff, but less budget and less staff could directly endanger these inter-agency coordination efforts.

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Textbox 3: Dengue Outbreak in Cape Verde

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5.   One Leader

108. Pre-DaO the Resident Coordinator system existed in addition to six agencies having their own Representative, while NRA's had no representation on the ground. This situation changed pre-DaO with introduction of the Joint Office (refer to 7.1 for details). Since January 2006 the four agencies comprising the Joint Office have one joint representation. The UN Country Team (UNCT) existed pre-DaO and was the management forum for resident agencies only. The Government was not directly represented in the UN's system management structure, but was represented in the UN at large.

109. Post-DaO: the UNCT is open to non-resident agencies since September 2008 and the Resident Coordinator is representing the wider UN system on local level, including the NRA's. The government is represented in DaO with 3 seats in the DaO steering committee. (Please refer to section 3.4 for an overview of government's role in the DaO institutional framework.)

> **6) Finding: Discarding the distinction between non-resident agencies and resident agencies has benefitted inclusiveness of the management of the UN system in Cape Verde, however the size and ad hoc nature of the UNCT has negatively impacted its effectiveness to give direction to the DaO process.**

110. The current leadership is described as laissez faire, shared, inclusive, and relies a good deal on informal, ad hoc practices and procedures. It is possible to argue that, at this early stage of DaO's evolution in Cape Verde, this is precisely the kind of leadership style and practice necessary in order to permit everyone to have voice and to adjust at their own pace. On the other hand, the absence of clear formal rules, roles, responsibilities, functions, and established procedures can create confusion and become a potential source of conflict.

111. In the same manner DaO has benefitted thus far from the inclusive nature, in Sept. 2008[17] it was decided to deviate from regular UNCT composition and give NRA's full membership. It has been noted however that the current UNCT owes a lot of its effectiveness to the preparations of the Coherence Unit and that little direction for the DaO process or supervision of the One Programme is coming from the UNCT.

112. There is also a lack of active participation from some NRA's and it has been unclear what the function is of the local programme officer. For some agencies the local programme officer can only be observer in the UNCT and needs to be seconded by an officer of the regional or headquarters. Other local programme officers have more responsibilities and can fully speak on behalf of the agency.

> **7) FINDING: Effective leadership of the RC has to do with the personal qualities and dynamism of the person, rather than with the authority of the office in Cape Verde. The One Leader ideal has been widely celebrated in the UN system, but there has not been a corresponding change in corporate governance structures.**

113. One Leader: gap between theory (One Leader) and reality, between expectations and capacity. RC cannot lead in strict sense of decision making power, but has to be a diplomat, a consensus builder. But DaO has high expectations of the One Leader, the governing structure laid out in the management and accountability structure[18] does not allow for a "super RC" role under DaO. The RC can represent

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[17]Non Resident Agencies: role and relevance in Cape Verde context p. 2

[18]UNDG, The Management and Accountability System of the UN Development and Resident Coordinator System including the "functional firewall" for the RC System (Aug 2008)

the UN system as a whole, but cannot speak for other agencies. In Cape Verde some confusion existed about where the RC's role as head of the Joint Office ended and where her role of the One Leader began. Until arrival of the Deputy Representative for the Joint Office in March 2010, the RC had to take up a double role and had to be more involved in the operational side of the JO. Since arrival of the Deputy Representative the RC has opted to abstain completely from the day to day operational tasks and is more able to focus on acting as Representative of the 4 exCom agencies and the UN system as a whole.

114. There is wide agreement that personal attributes and dynamism of current RC has contributed to the success of the UN as convener and coordinator of the donor group and as reliable development partner to the GoCV. The effectiveness of the RC in her role to monitor, facilitate and give direction to developing and implementing the One Programme, is dependent on the team spirit of the UNCT and engagement of its members.

> **8) Finding: the Government of Cape Verde has shown real leadership in the UN's reform process. The DaO steering committee has given not only the government, but also NGO's and local governments the opportunity to directly influence the UNs development activities.**

115. In November 2006 the GoCV volunteered to be pilot country for DaO to support the UN in its efforts to be more coherent, effective and efficient.[19]This was in line with other efforts to streamline management of its international partners and with its desire for continued relevant and high quality interventions by the UN. The UN had always played a significant part in government's capacity building and formulation of strategies such as the poverty reduction strategy. The Government clearly indicated its development priorities which guided the development of the One Programme and has mirrored the UN efforts with its own reform for increased efficiency. The One Programme by combining all UN agencies' interventions has lead to a clearer picture of what agencies are doing in Cape Verde. This improved picture has led to the unexpected outcome that the GoCV now also has a better perception of the multiple activities of its own institutions. Where in the past requests from government side could be dispersed at times, its greater coherence in Requesting as One, has led to improved opportunity for alignment of UN programmes.

116. The steering committee for DaO decides on allocation of funding twice annually and thus gives a continuing and real opportunity for the government to help shape the UN's development programme. In Cape Verde also the platform for NGO's and the representation of the local municipalities are included in the DaO steering committee, this too offers an opportunity to influence UN programmes directly and monitor alignment with local development priorities. Whether this opportunity is seized depends greatly on the capacity of these organizations. The steering committee operates in consensus and decisions are well-prepared before being brought into the committee.

117. **Relevance:** the One Leader for the UN at local level consisting of RC and UNCT has proven very relevant to implementation of Delivering as One in Cape Verde and repositioning the UN. The RC has been the common denominator in the DaO process and driving force. Also as representative of the UN system as a whole and as single interlocutor with the government she has been relevant to the achievements of the UN in Delivering as One so far. The UNCT has been the forum for monitoring and directing the execution of the One Programme and has been instrumental in supporting the new way of working with more co-operation, more coherence and less overlap between UN agencies.

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[19]Letter dated 29th Nov. 2006 from secretary of State for Foreign Affairs

One Leader

118. **Effectiveness**: The RC has been an effective leader and representation of the One UN. The UNCT has been reasonably effective in achieving results. Main challenges for the UNCT have been: its size and different levels of engagement of NRAs, its many responsibilities, its numerous vacancies, staff turnover and remote participation in meetings by NRA's. A strengthened RC Office, especially the Coherence Unit, contributed greatly to the effectiveness of the UNCT and the RC.

119. **Efficiency**: In the initial phase the UNCT was not very efficient, demonstrated by the duration of the negotiation and development process of the One Programme. Efficiency seems to have improved since then, due to improved team-spirit and input and preparation of the Coherence Unit.

120. **Sustainability**: with institutional arrangements in place for the functioning of the RC and the UNCT (code of Conduct, Management and Accountability System of the UN development and RC System, including the "functional firewall", AWP for UNCT) sustainability does not seem to be at stake. There were no major disagreements discernable between agencies on local level, although the issue of the MoU for the Joint Office not having been signed yet (after 4 years) by headquarters, was raised during interviews.

121. Only concern regarding the sustainability of the One Leader could be noted with regards to the Coherence Unit. The Coherence Unit is part of the RC Office and oversees communication, monitoring & evaluation, aid effectiveness and functions as secretariat to the UNCT. In this capacity the Coherence Unit is tasked with overseeing the production of various reports, preparing UNCT meetings and decisions to be taken at those meetings. The Coherence Unit operationalizes the decisions from the UNCT, it oversees progress of the One programme and facilitates the joint programming process between the agencies. The current head of the Coherence Unit has been in his position since January 2009 and since then there has been noticeable improvement of coordination between agencies and in preparation of the UNCT meetings.

122. Also the ongoing planning and preparation of the new One programme depends heavily on the efforts of the Coherence Unit. The perceived risk to sustainability lies on the fact that also in this department there is a high staff turnover, partially due to temporary contracts. Without proper systems to retain institutional memory progress of DaO might be lost.

6.   One Budgetary Framework

> **9) FINDING: One Fund has been instrumental in bringing UN agencies together and enforcing inter-agency cooperation. It is an effective solution to increase coherence between UN agencies' interventions and implement greater alignment with national development goals.**

123. Before DaO, UN agencies were mainly oriented at their own activities and mandate. DaO creates a environment that fosters inter-agency cooperation and the One Budgetary Framework has been instrumental in creating this environment.

124. The UNDAF 2006 – 2010 was an earlier exercise in joint programming, but did not have the budgetary framework to support it. Nine agencies combined their outputs in the UNDAF 2006 - 2010[20] , the One Programme however, offering a financial incentive of the One Fund managed to attract 20 agencies and thus offering a wider collection of expertise to the country. The One Fund forces agencies to plan their activities together in the One Programme by aligning them with common outcomes in each Sub Programme, thus compelling them to coordinate better and communicate more. This results in a complete overview of the UN's activities bringing duplication and redundancy to the surface and offering opportunity to identify complementarities.

125. The One Budgetary framework is fully operational in Cape Verde: The One Fund is the financial vehicle that is established to cover the funding gap of the One Programme[21].T he ToRs of the One Fund were established in October 2008 and the allocation criteria for the One Fund in September 2008. The Fund manager is the MDTF (Multi-donor trust fund, refer to www.mdtf.org) which collect the funds, transfers funds to agencies and has a real-time reporting tool providing donors with up-to-date information on their contributions. Allocation criteria have been established (please refer to textbox below) and an evaluation committee is appointed to prepare the decision of the Steering Committee on allocation of the One Fund contribution.

126. The first round of allocations was completed in 2009, after approval of the One Programme. Initially the disbursements were not very efficient and occurred with long delays, but performance improved significantly in the second round of fund allocations. The One Fund (CV Transition Fund as it is named in Cape Verde) has two important roles in the One Programme:

   ► It contributed to ensuring the inclusion of the cross-cutting issues, as these are specifically mentioned in the allocation criteria

   ► It increased government ownership as it is the DaO steering committee, consisting of UN and Government that decides on allocation of the funds. 3 Rounds of allocation have taken place in which in total more than 9 mln USD was distributed over the several subprogrammes. (please refer to Table 5)

127. The DaO report had envisioned a common resource mobilization and aimed at increased predictability and non-earmarking of funds. In Cape Verde a formal common resource mobilization strategy has not been formulated, but in practice joint resource mobilization takes place. Until now the One Fund received contributions from four donors (please refer to table 4 below), other donors have been

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[20] These agencies are: UNDP, UNICEF, UNFPA, WFP, WHO, FAO, UNODC, UNIDO and UNEP

[21] For 2010 the agencies seem to have taken a different strategy towards the One Fund and have identified only part of the funding gap to be covered by the One Fund.

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equally important to the UN in Cape Verde but for various reasons did not contribute through the Cape Verde Transition Fund.

> **10) FINDING: One Fund has made resource mobilization easier and more transparent. Donors are able to make direct contributions to Cape Verde that are in line with national development goals.**

128. One Fund has decreased the competition for funds between agencies[22]. Agencies discuss their joint programmes with donors together and donors are able to finance an integrated programme that is aligned with the national priorities. Thereby facilitating donors to adhere to the Paris Declaration principles. An evaluating workshop was held in February 2010 for a joint evaluation of the one Programme outcomes of 2009, which was very positively received. It offered the opportunity for government and donors to exchange views on the UNs contribution to Cape Verde and reflection on the role partners play in this contribution.

Contributions to CV Transition Fund 2009:

	2008 (000 USD)	2009 (000 USD)	2010 (000 USD)
Austria	388	296.5	
The Netherlands	0	435.8	753[23]
Norway	1,435		
Spain	4,000		2,000[19]
Expanded DaO Funding window	0	1,018	1,800
Total	5,823	1,750.3	4,553

Table 4: Donors' contributions towards Cape Verde Transition fund from 2008 to 2010

Date SC meeting	Funds to be allocated
27 February 2009	3,640,008 USD
22 May 2009	496,143 USD
17 March 2010	5,211,874 USD
Total	9,348,025 USD

Table 5: Funds allocated to CV Transition Fund (One Fund):

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[22] Apresentacao - Reforma NU em Cabo Verde - Delivering as One

[23] Commitments, not deposited yet

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One Budgetary Framework

	Core /non-core Planned - Total[24]	Spent 2008[1]	Spent 2009[25]	AWP 2010 - planned[26]	Remaining 2011	Total Spent
SP1	3,105,000	0	2,253,430	1,400,615	-549,045	118%
SP2	13,324,500	0	1,574,220	1,946,093	9,804,187	26%
SP3	1,650,000	0	1,197,064	2,198,500	-1,745,564	206%
SP4	14,556,593	0	2,609,389	6,732,851	5,214,353	64%
SP5	16,696,000	0	1,275,611	8,013,764	7,406,625	56%
SP6	9,358,000	0	1,618,885	2,895,035	4,844,080	48%
SP7	1,370,000	0	302,603	665,850	401,547	71%
SP8	7,220,000	0	2,445,502	2,373,000	2,401,498	67%
SP9	2,281,000	0	380,855	1,212,300	687,845	70%
Total	**69,561,093**		**13,657,559**	**27,438,008**	**28,547,323**	**59%**

Table 6: Use of Funds per subprogramme

[1] Activities were funded from agencies' own funding, it should not be concluded that no programme execution took place.

129. Tables 4, 5 and 6 show total funds available and spent from the One Budgetary Framework and planned for 2010 as projected in the Annual Workplan 2010 compared to the One Programme planning in 2008. These figures show clearly an increase in funding from the UN to Cape Verde during DaO period. The table also shows that apart from SP2 and 6, most subprogrammes are on track in terms of execution of their programmes. With two subprogrammes even managed to mobilize additional funding of resp. 18% and 106%. Out of the 69,5 mln dollars to be spent in four years (2008 – 2011) 12,5 mln or 18% is generated by the One Fund.
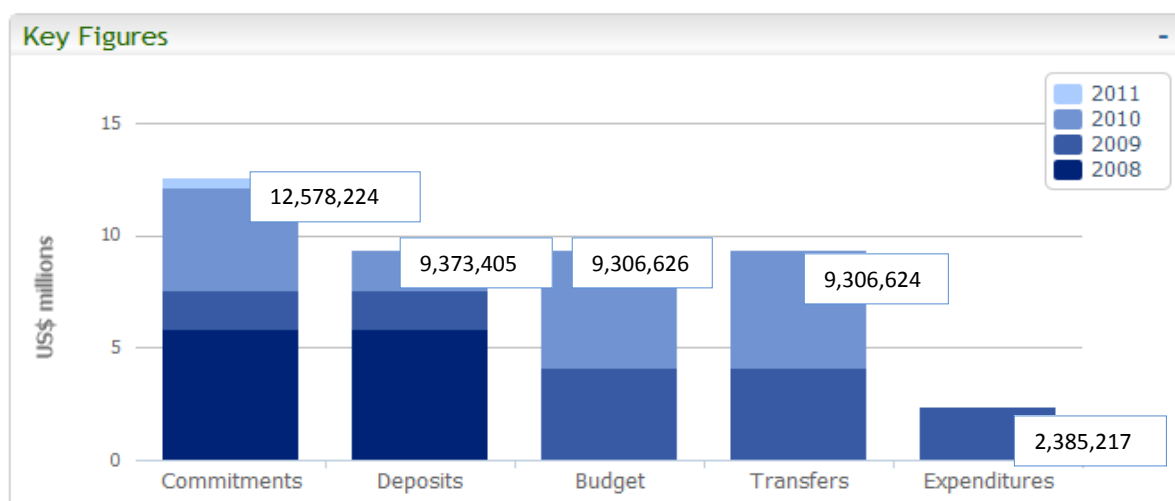
Figure 5: Donors' contributions and use of funds for One Programme implementation in Cape Verde
Source *Aug. 2010 http://mdtf.undp.org/factsheet/fund/CV100*

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[24] The One Programme au Cap Vert 2008 -2010

[25] MDTF website (mdtf.undp.org/factsheet/fund/CV100)

[26] Annual Work plan – Plan de Travail annuel 2010

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One Budgetary Framework

One Fund Allocation Criteria:

    a. Alignment with the MDGs or other IADGs.

    b. Alignment with the DECRP-II.

    c. Alignment with the One Programme 2008-2011.

    d. Readiness.

    e. Promotion of synergies (increased programmatic cohesion, coordination, better communication flow and operational efficiencies and effectiveness within the UN).

    f. Inclusion of Cross-cutting issues.

    g. Sustainability.

    h. Performance.

Textbox 4: One Fund Allocation criteria

130. The Annual Workplan 2010 shows besides the agencies own funding (core and non-core) and the One Fund another gap. Analysis of this gap can be found in the following table:

	Total Budget Planned for 2010	Total Unfunded (% of total)	% gap to be covered by One Fund	Nominal Gap after One Fund contribution
SP1	1,400,615	28%	64%	139,500
SP2	1,946,093	64%	51%	608,500
SP3	2,198,500	35%	87%	95,000
SP4	6,732,851	45%	52%	1,448,611
SP5	8,013,764	17%	54%	620,200
SP6	2,895,035	29%	37%	517,973
SP7	665,850	40%	53%	124,475
SP8	2,373,000	58%	58%	572,500
SP9	1,212,300	44%	44%	300,500
	27,438,008	**36%**	**55%**	**4,427,259**

Table 7: Calculation of financing gap for 2010 Annual Workplan

Overview One Programme AWP 2010 funding	
Planned	27.4 mln
Funding secured	18.5 mln
One Fund contribution	4.5 mln
Remaining Gap	4.4 mln

131. Out of the total of 27,4 million USD to be spent by the UN agencies in 2010, 36% is a funding gap. This is slightly better than the 42% funding gap in the original design of the One Programme, but still a significant amount. A novelty has been introduced in Cape Verde, where this gap is not fully covered by the One Fund, but only for 55%. This leaves a gap of over 4,4 mln USD to be covered by another source and method of resource mobilisation while the value of the part of the gap to be covered by the One Fund remains 5,3 mln USD. Thusfar 4,55 mln has been pledged to the CV Transition Fund for 2010.

132. **Relevance:** The One Budgetary framework, specifically the One Fund has been highly relevant to achieving the DaO objectives, it has been an incentive for NRA's to bring their expertise to the Cape Verde programme and it has been driver behind the greater inter-agency collaboration. Furthermore

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the One Budgetary framework has increased relevance of the UN's programme due to increased funding and has increased national ownership by having the government and other national partners co-decide on allocation of funds via the DaO steering committee.

133. **Effectiveness:** The One Budgetary framework has been executed effectively, resources available have been transferred from the Fund manager to local level and programmes have been executed. Reporting on expenditure has not been as effective yet, demonstrated by the reporting tool on the MDTF website. A common resource mobilization strategy has not been effective yet, but is expected to be more effective as agencies are able to present more coherent joint programmes for funding proposals. The One Fund is not fully effective yet, evidence shows that donors important to UN in Cape Verde are not contributing to the One Fund. Their contributions are received via other funding mechanisms.

134. **Efficiency:** As alluded above efficiency of the transferring of funds from the One Fund has improved. Agencies' understanding of procedures of the fundmanager has grown and the second and third round of disbursement occurred with less delays. The allocation decisions taken by the Steering Committee were well prepared by the evaluation commission and with input from the Coherence Unit and therefore taken efficiently. Further efficiency could be gained from agencies planning more realistically and more attainable funding gaps. Please refer to textbox 4 for the allocation criteria.

135. **Sustainability:** With the basic ToRs and other inter-agency agreements in place the evaluation team's assessment is that there are no significant risks to sustainability of the One Budgetary Framework from inside Cape Verde. External risks caused by decreasing donor funding are possible, but can only partially be influenced directly by DaO Cape Verde.

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7. One Management System

7.1 Joint Office history

136. Since January 2006 the 4 exCom agencies (UNDP, UNICEF, UNFPA, WFP) operate as one in Cape Verde, a common premises for the UN already existed since the early 1990s, but a call for further cost-effective and cohesive UN country programmes had led to the initiative to merge the organizations of these four agencies to one[27]. This meant integrating operations into one, combining agencies' business practices and systems into one and redefining peoples position. In January 2006 this was accomplished and the new Joint Office was launched, followed by a difficult process of redefining organizational structure and job descriptions and ultimately staff's position in this new organization. It was decided that UNDP processes, systems and contracting arrangements would be adopted by the Joint Office. The JO transition was turbulent. Although the (negative) memories of this transition period were still discernable during the interviews for this DaO evaluation, it became clear that individuals and the organization as a whole had moved on since then. The March 2009 Dalberg Report on the organizational review of the JO appears to have made useful recommendations (please refer to Annex 9 for an overview of all recommendations of the JO assessment carried out by Dalberg in 2009).

137. This context is of great importance to the implementation of the DaO approach in Cape Verde because it lessened the importance of the One Office/One Management system pillar for the UN in CV. The JO experience was a prelude to DaO. Significant cost reductions had already taken place by decreasing the number of representatives from four to one and by joining the operations into a single operation: HR, finance, procurement, fleet management, cleaning services, security services are all shared by the agencies comprising the Joint Office. The UN claimed a reduction of 12% in total operating costs between 2005 and 2008[28]. The focus for the DaO pilot was therefore on programmatic integration[29].

7.2 Common services vs Joint Office service provider

138. DaO extended the presence of local officers in Cape Verde. In May 2008 the UN housed besides the Joint Office also WHO, UNODC and UNIFEM[30]. During 2009 UNIDO, IOM, UNESCO, UNHABITAT hired local programme officers who also have their offices in the UN House. Another achievement is the move of FAO offices from the ministry of Agriculture to the UN house. In total this means an increase of staff in the UN house from 52 in 2006[31] to an estimated 65 in 2010.

139. Building management issues and cost-sharing were two common complaints expressed during the field evaluation interviews. A simple fact that facilitates the objectives of the One Management System pillar, is that UN operations in Cape Verde occupy the same building. DaO in Cape Verde needs more regional and headquarter operational and political commitment, and many back-office issues remain to be resolved, but the UN system in Cape Verde is better positioned to use resources more efficiently as well as ensure greater coherence in planning and implementation.

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[27]UN Staff News, Small Country, Big Achievement. Four UN Agencies Create One Joint Office
[28]Stocktaking Report "Delivering as One" 2008 Progress and Challenges, p. 4
[29]Cape Verde stocktaking report by UNCT nov. 2007
[30]Evaluability study, p.35
[31]UN Staff News, Small Country, Big Achievement. Four UN Agencies Create One Joint Office

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140. One example where headquarters intervention is required is the issue of cost-sharing, another area where UN CV seems to want input from headquarters are the formulation of indicators for DaO and strategic direction of the process, a third example where headquarters consensus and direction directly benefits CV operation is agreement between agencies regarding the use of common business practices and IT systems. A Joint Office only exists in Cape Verde, regional and Headquarter offices of the UN agencies continue to demand compliance with individual agencies' procedures, reporting and financial requirements. This causes duplications and redundancies especially effecting operations.

> **11) The Joint Office as an administrative mechanism and common premises has been very effective for UN integration and inter-agency cooperation. UN officers being located in the same building has helped interagency co-ordination and communication. The fact that many are local staff places the agencies in a better position to define local solutions to CV development problems and facilitates access to government.**

141. Complete harmonization of business practices and back-office integration has not occurred yet. We are too early in the process. Cape Verde has focused efforts on programmatic integration and cohesion rather than integrating its operations. An Operations Working group has recently been formed, but has not yet produced results in terms of defining common services or proposals for harmonization of business practices between agencies. This may be due to a gap in leadership on the operational side of DaO: a deputy representative responsible for operations of the Joint Office has arrived only in February 2010. Initiatives for the One management system pillar will have to originate at JO, because common services are offered by them and JO is the largest of the UN family,

142. Two issues will need to be addressed in one Management System initiatives: improved cost-efficiency and clarity about authority lines, who reports and responds to whom. This issue was noted in the 2009 Dalberg Report, but had not yet been sufficiently addressed demonstrated by the confusion expressed during interviews for this evaluation.

143. **Relevance**: Relevance of this pillar can be assessed in two ways: one way in its contribution to a more efficient organization and less transaction costs for the development programmes and another way is its contribution to inter-agency cooperation and programmatic coherence. The One Office / One Management System pillar of DaO is less relevant to DaO in Cape Verde, because an integrated Joint Office already existed pre-DaO and cost reduction had already taken place during the creation of the Joint Office, by shifting from 4 to 1 representative (refer to par. 102 above) and integrating various operations departments (procurement, travel, HR).

144. Integrative effect of the One Office is more relevant to the UN in Cape Verde and the objectives of DaO. With national programme officers of NRA's and FAO joining the other UN agencies in the One UN Office, communication and inter-agency cooperation has become easier for all agencies.

145. **Effectiveness:** The One office has been very effective as integrating and cost-reducing driver, but this preceded DaO. There have been some further gains from the other agencies being hosted in the One Office by sharing costs for security, fleet, common procurement of travel services, and utilities, but the there is insufficient clarity over the costs for an assessment of its effectiveness. There is yet no established and effective cost-recovery system, and the local office lacks the internal capacity to conduct a costing study to determine the actual costs of specific services and operations, especially as regards individual NRAs. Some criticism was detectable from within the UN system that DaO was entered into without thinking though the extra operational capacity needs necessary (in terms of

budget, human resources). Human resources have not kept pace, and staff interviewed noted the extra work load. For example, DaO has meant a much bigger UN operation in Cape Verde, including the addition of NRAs, but the administrative support staff has not. It was reported, for example, that only one IT support technician is available to serve the entire operation. Several staff are designated as 50 percent regular agency-based work, and 50 percent DaO.

146. As mentioned, this can be useful way to promote integration, but thus far in practice it has resulted in extra work. DaO is not "business as usual" and there is not enough operational commitment. On the other hand, the cost-sharing questions faced by the local office are not new nor unique to DaO, for they are the same old questions regarding costing of shared or sourced services UN operations in every country have faced.

147. **Efficiency:** As alluded to above, a net assessment of efficiency gains from DaO is impossible to make because of the near roll-out of the JO and because the lack of a robust baseline. Complete back-office integration has not occurred yet. However, the JO is complete back-office integration for at least 4 agencies. The JO constitutes roughly 55% of UN expenditure in Cape Verde, thus this efficiency gain is not insignificant. Nonetheless, some redundancies and common service gaps continue to exist (e.g., no internal phone system covering all agencies, no single intra-net, no uniform procurement and operations norms and procedures).

148. One measure of efficiency could be estimated by using an output ratio (see table…. Below). The output ratio is an indicator of how many people are required to execute the UN's programme, independent of staff's direct involvement in programmes or in supporting services. Before DaO the output ratio of the six agencies[32] was 250.000 USD per staff and in 2010 this was 270.000 USD per staff, including the local programme officers of the NRAs.

	2006	2010
Staff	52	65
Budget	13 mln[33]	17.3 mln[34]
Output ratio (approx.)	250.000 USD	270.000 USD

149. Another development that could pose a risk to previously made efficiency gains is the increase of NRA staff. Seven agencies have currently national programme officers on the ground and others are planning to follow this example, because of the value national programme officers adding to programme implementations. However the direct costs this incurs to NRA and the indirect costs to the One Office have to be monitored carefully as to not eliminate the efficiency gained in the output ratio.

150. **Sustainability**: Currently the Joint Office is the foundation of common services and back-office integration. The UN in Cape Verde is well positioned to achieve efficiency gains as well as ensure greater coherence in planning, implementation and operational management. The evaluation team does not assess sustainability to be a concern pertinent for One Management System.

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[32] Signatories to the UNDAF: UNICEF, UNDP, UNFPA, WFP, WHO and FAO
[33] Estimation based on 50 mln foreseen in 4 year UNDAF 2006 - 2010
[34] To be an the cautious side, the secured funding of the AWP 2010 has been taken as a basis here, which is 64% of the AWP

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151. Two minor risks for sustainability are identified:

► The exit of WFP from Cape Verde will reduce the basis of the Joint Office from 4 to 3 agencies (WFP currently contributes 16% to the JO budget[35]). Although this will also cause a reduction in demand of services, the same level of services will have to be maintained, but will be covered by fewer agencies. These services are also available to the NRAs, whereas their contribution is not always equal to the real incurred costs. Without solving the problem of cost recovery and the Universal Price List and with an increased number of NRA staff utilizing the JO's services, this burden could pose increased risk to the sustainability of the One Management system.

► The issue of cost recovery and building management needs to be resolved on HQ level.

Recommendations and Actions DALBERG mission 2009[36]

Recommendations
► Revise organigram
► Establish clear roles where there is confusion
► Establish and stick to regular meetings and processes for coordination
► Provide training to staff

Actions:
► Action 1: clarify role of coherence unit
► Action 2: clarify roles and responsibilities in sub-program working groups
► Action 3: develop practical goals and approaches for the cross-cutting themes
► Action 4: strengthen monitoring & evaluation capacity and develop m&e plan
► Action 5: strengthen communication and approve communciations plan
► Action 6: provide staff with training

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[35] Dalberg's Findings of Targeted Organizational Review

[36] Refer to annex 9 for full list of recommendations and actions

8.   One Communication Strategy

> **12) Finding: Notwithstanding the absence of a communication strategy and a clear UN branding, national partners are well-informed about DaO**

152. Information about the objectives of a communication strategy has been diffuse: Various plans seem to have been made on how the UN CV envisions to develop its communication strategy; Communication for Development has been chosen as cross-cutting issue for all programmes, a communication working group has recently been formed, but there are no notable results yet, a six month consultancy has not yet ended in tangible deliverables and a communication strategy (probably) developed in 2007 has never been approved or implemented. Limited staff and changes in staff may be underlying reasons for this (UN Cape Verde currently only has a communication analyst who works 50% for the Joint office and 50% for the RC Office), but also lack of focus on the objectives of communication and lack of resources.

153. An important achievement needs mentioning, which is the development of a new, integrated Cape Verde UN website (www.un.cv). This website has very relevant content and is regularly updated[37]. Also the development of communication material to represent the full UN system in Cape Verde needs mentioning. In general informing partners and society on the work of the UN and the changes in the UN system related to Delivering as One, poses a challenge. Interesting work of the UN often only ends up in heavy reports and is not communicated to a broader public.

154. Another finding is that the RC has had an important role to play in communicating as One and representing the agencies as a whole. In practice national partners indicated that often times they still deal with individual agencies only and not much had changed since DaO.

> **13) Finding: Internal communication: Information and knowledge sharing has been difficult but has been improving since DaO**

155. The knowledge that UN agencies have gained since DaO about each other's work and mandates has in general been regarded as very positive. As a small country UN staff in Cape Verde is often acquainted with each other and informal communication channels are very effective. DaO added another dimension to this inter-agency communication by introducing a formal requirement to co-operate together and step out of the agencies' silos, this process places the UN in a good position for further integration and alignment of activities However, a formal internal communication plan or information sharing strategy and knowledge management does not exist. Especially communication between operations and programming needs improvement.

156. A further reason for internal communication to be key to the success of DaO is that stakeholders have indicated to see definite gains with the single entry point to the UN system, the communication with one single interlocutor. For this to be a success every UN Staff member needs to be informed about other UN agencies, or at least have a global idea of how to obtain information about other UN agencies mandates and activities to effectively be interlocutor with national partners.

157. **Relevance:** A one voice presenting the UN agencies as One UN system is also in Cape Verde relevant to the DaO process. In Cape Verde the One Voice is mainly executed by the Resident Coordinator and as such presents the UN as a very relevant and effective partner to the government in

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[37]Unfortunately the news items are only in Portuguese, which does not help informing donor headquarters world-wide.

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certain areas such as poverty reducation and social policies. This is validated by several government national partners.

158. **Effectiveness**: In general the RC is seen as an effective medium to communicate the One Voice of the UN agencies in Cape Verde. The lack of an approved communication strategy makes it difficult to assess the effectiveness of other media. In general the national partners were well-aware of DaO, although its objectives were not completely clear to all interviewees of government side. Many interviewees voiced the expectation that DaO would lead to an integrated UN, this demonstrates that UN Cape Verde clearly has not yet found a balance between this integrated UN and the visibility of each agency. Examples have shown that successful UN operations, without having to plant agencies flags, can become even more successful and efficient. (e.g. the UN as convener and coordinator of donors to CV, common response of several UN agencies to Dengue outbreak). In this respect it has to be noted that for the UN to be able to continue on this path, will require a change in the donors' requirements of insisting on donors' or agencies visibility on UN interventions.

159. **Efficiency:** Managing communication of the One UN system must be very efficient in Cape Verde, due to lack of staff. There is one communication officer who divides her time between communication of the Joint Office and common communication for One UN. The assistance provided by consultants is only temporary and focused on one output only. The communication working group has not been functioning long enough to assess it. The fact that the working group is based on representation and not necessarily on understanding and experience with communication, may make the group less efficient initially.

160. **Sustainability:** Sustainability does not seem at stake, although the additional workload because of working groups and inter-agency coordination, and the high staff turn-over may risk the sustainability and progress of the One Voice, as remarked in several other places of this report as well.

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9.   Assessment of Delivering as One in Cape Verde

161. Delivering as One is working reasonably well in Cape Verde. A key point is that DaO is still in a very early phase in its evolution, and locally and internationally it is still an experimental project, without a clear blueprint and how-to manual, and without the entire UN system having resolved or reconciled the question of compatibility between the old way of working (individual agencies) and the new way of working and thinking (Delivering as One). Yet there are clear advances. A simple but very important gain is the achievement of greater communication, information sharing and team spirit within the UN system and between the UN and country partners. For the first time, UN agencies in CV are planning by using the same planning model, are planning together (even if not integrating their programs), and are planning at the same time.

162. This is the basis of a preliminary positive assessment of DaO as effective strategy for the UN to reposition itself on local level. Refer to the assessment matrix below, assessing each of the DaO pillars along the four evaluation criteria on a 4 point scale (A – D). Based on indicators defined by the evaluation team distilled from data collected during interviews.

163. From the standpoint of the country, DaO is a positive achievement, a major gain: bigger UN role, bigger budget (One Fund), one single channel of communication, clearer picture of UN activities in country, greater chances to align activities with national priorities. Yet for "Delivering as One" to work effectively, the "demanding as one" side of the equation has to work; the implementation capacity and coordination on the national side is equally key. DaO has meant greater possibility for country to align UN activities with country priorities, for government to have a clearer and fuller picture of what UN is doing, how much it is spending, and whether it is relevant or not. The GoCV acknowledges that the DaO process shows preliminary results in facilitating management and monitoring of UN development interventions. This is happening in practice, with joint planning in government's annual planning cycle and government determination of priority areas. DaO also allows government a better framework to have a clear picture of what government and national partners are demanding, doing, and this is an unexpected benefit from DaO.

164. Three years on, the DaO process in Cape Verde can be summarized as learning by doing to be more effective, relevant and responsive to country needs. Consensus assessment is that early results of DaO indicate UN will achieve this, but there is gap between aspirations and capacity, theory and practice, and process continues to be a super-imposition of previously existing agency-based practices and new DaO way of working.

165. It is also clear that the UN has an important role to play in Cape Verde in coordinating the donors. The UN is presiding the Transition Assistance Group (GAT) and it can certainly be called a success that also Russia has on occasion joined this donor meeting.The UN system was able to capitalize on this comparative advantage as neutral partner; it is difficult to imagine this same role to be played by an individual UN agency.

Relevance

166. DaO has made a significant contribution to increase relevance of the UN system in Cape Verde. Not only through increased funding, but also providing access to a whole new range of mandates and areas of expertise and thus being more responsive to current development needs of Cape Verde. Also the government as main requester and implementer of UN interventions has contributed to further

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relevancy of DaO. Their own effort in harmonizing their requests for development interventions has been instrumental in giving direction to increased alignment with national priorities.

Effectiveness

167. The UN's contribution to development in Cape Verde has been more effective by adopting a multi-sectoral approach. Interrelation of development issues and reinforcing power of integrated responses to social problems in itself is not new, but the competition between agencies and traditional working in silos were not conducive to developing these multi-sectoral approaches in the UN. The Joint Office had made a start in creating an enabling environment for a more holistic and integrated approach between the traditional development agencies; DaO built on this experience by bringing in other UN agencies.

168. Although it is too early to determine real development results of the subprogrammes (and also outside the scope of this process oriented evaluation), the evaluation of whether the UNCV is on track achieving this objective of DaO is certainly positive. Not in the least because as observed by many national partners, the UN's intervention are responding to local development needs and are aligned with National Development Strategies.

Efficiency

169. By adding an additional layer of coordination, dialogue, and additional NRAs that require operational support, DaO has not contributed to discernible efficiency gains. In Cape Verde cost efficiency gains had already been achieved in the previous reforms leading to the Joint Office. Also in terms of transaction costs, it is hard to see gains from DaO in this early stage. On partner side on the other hand, efficiency gains have been noticeable. For example by having one interlocutor and by reduction of overlapping activities.

Sustainability

170. Since the UN in Cape Verde has been confronted with reforms for many years now, sustainability does not seem to be a problem. Staff and organization are used to being in flux and perpetual change. However, there may be some reform fatigue possible if changes do not get enough time to anchor and to become normal routine before the next change is introduced. Also lack of credit to staff for their achievements and understanding for the context in which they operate could jeopardize sustainability of UN reform. Whereas the Joint Office operation seem to have been an isolated reform, forgotten by most of the UN system outside Cape Verde; the DaO reform could benefit from the momentum it has created in the global UN system, ease the way for other countries while at the same time improve conditions for the reformed UN in Cape Verde to stabilize itself.

171. Two factors specifically contribute to sustainability of DaO. One, the fact that staff who previously may have been resistant to changes have started seeing the benefits for their work and for Cape Verde in general and two, high turnover of staff leads to automatic reduction of resistance to changes.

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Delivering as One in Cape Verde – Interim results assessment

	RELEVANCE	EFFECTIVENESS	EFFICIENCY	SUSTAINABILITY
	Grade: B+ (Moderate-High)	**Grade**: B	**Grade**: B+	**Grade**: B+
ONE PROGRAMME	**Indicators**: ► Alignment with national priorities ► More resources (financial, expertise) ► Government ownership – one programme guided by established government development plans ► Responsiveness of program activities to national priorities, and changes in priorities ► Linked to national development outcomes and indicators ► Incorporation of UN normative objectives, cross-cutting issues	**Indicators**: ► Program performance/delivery rate: 56% in 2009 ► Simplified, uniform planning, structures, procedures ► Program Results and Outcomes ► M&E system in place to track, show results, outcomes ► Capacity to monitor, analyze, assess results, impact of program activities on development goals, and use this information for strategic decision making ► Increase scope of UN resources, expertise for country ► Structure, process in place between UN and GOVCV for joint annual programming ► Number of SPs that each agency participates in ► Number of program activities involving cross-cutting issues ► Number of program activities involving joint implementation	**Indicators**: ► Planning transaction costs ► Joint implementation and monitoring ► Reporting ► Ease of communication between SP and Partners ► Duplication of program activities ► Scope, size of programs relative to costs and results ► Cost/time savings for national partners to participate in program planning, design	**Indicators**: ► SP coordination and leadership ► Resources to fill "gap" ► Program performance, implementation rate ► Ability to align staff job description, evaluation to One Programme work ► Effective M&E system

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Assessment of Delivering as One in Cape Verde

ONE LEADER	**Grade**: A (High)	**Grade**: A-	**Grade**: B	**Grade**: B

ONE LEADER

Grade: A (High)

Indicators:
► Ability, record as One Leader, One Voice
► Recognized, accepted by national partners as One Leader/Voice of UN-CV
► Accepted internally as representing all agencies
► Regarded internally as neutral, inclusive
► Visibility of RC

Grade: A-

Indicators:
► Consensus builder, team-builder
► Clear structures, processes, norms for decision making, responsibility, accountability established
► Nature, frequency of UNCT meetings
► UNCT established, functions

Grade: B

Indicators:
► Frequency of UNCT meetings
► Process, instruments in place to link, disseminate UNCT decisions to implementation level
► Clear, explicit instructions, guidance, rules exist to guide work of program-level coordination and implementation of UNCT decisions

Grade: B

Indicators:
► RC role, authority, responsibility, accountability clearly established in new corporate governance structure
► Reliance on personal attributes, qualities
► Grey areas between DaO model and agency-based corporate model at regional and HQ levels

ONE FUND

Grade: B+

Indicators:
► Increased resources for country
► Improved predictability of resources for programming
► Improved monitoring and transparency, leading to donor "buy-in"
► Transparency

Grade: A

Indicators:
► System, process for resource transfers in place
► Resources able to fill "gaps" in annual workplans
► Ability to be used as a planning tool

Grade: B+

Indicators:
► Time/cost of resource transfers (number of reduced processes, steps and time savings)
► Savings for donors
► Process, instruments in place to link, disseminate UNCT decisions to implementation level
► Reduced transaction costs for agencies (and donors) involved in resource mobilization

Grade: B-

Indicators:
► Donor contributions
► M&E system in place to track, demonstrate results, impact for donors and for UN decision making on programming and management of funds
► (Donor confidence)
► Clear guidelines, rules, criteria for resources allocation among agencies, sub-programmes

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Assessment of Delivering as One in Cape Verde

ONE MANAGE-MENT SYSTEM	**Grade**: B+ **Indicators**: ► Perception of relevance by staff ► Logical consistency with DaO spirit and objectives ► Tool, method to achieve cost savings ► Improved predictability of resources for programming ► One UN House	**Grade**: B+ **Indicators**: ► Level, scope of harmonization of business practices ► Progress (scope, number) on joint procurement of goods and services ► Number of reduced and harmonzed internal administrative processes, procedures ► Interoperability or uniformity of agency systems, platforms for program reporting, accounting, procurement, and financial reporting ► Cost sharing/cost recovery methodology, agreement ► Structure, processes in place to bridge operations and programming	**Grade**: B+ **Indicators**: ► Level, amount of cost savings in operations ► Uniform, integrated system in place to track, monitor all operational and administrative expenses and show benchmarks over time	**Grade**: B **Indicators**: ► Ability to design, implement agreed cost recovery model ► Ability to achieve, demonstrate economy of operations to win support for reforms and donor commitment ► Capacity, permanence of human resources devoted to coordination, coherence work ► HR Management: Job descriptions, evaluations
ONE COMMUNICATION	**Grade: B** **Indicators**: ► One communications strategy elaborated ► One communications strategy implemented ► Government, national partners perceive UN as having one voice ► Internal (intramural) knowledge management system in place ► Scope, degree (persistence) of agency-based communication, products and press releases	**Grade: B-** **Indicators**: ► Single UN country web-based portal established ► Joint communications products developed by agencies or SPs ► Single, integrated annual country report on UN activities ► Content, relevancy of communication products for national partners and donors ► Capacity, scope to communicate, disseminate results, outcomes of programs	**Grade: B-** **Indicators**: ► Structure, process in place to produce integrated, uniform communications products ► Ease of intramural communications and information sharing	**Grade: B** **Indicators**: ► Ability to communicate to partners and donors results, impact of UN activies ► Ability to speak with one voice

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10. Recommendations

<table>
<tr><td colspan="2">1. During a transition period DaO countries and non-DaO countries will co-exist in the UN system. The agencies need to formulate a strategy to allow space for the DaO countries to implement the new approach, while at the same time continue their business practices for non-DaO countries.</td></tr>
<tr><td colspan="2">The nature of pilots is that they are experimental, and outliers from normal global practices. UN agencies in Cape Verde are being asked to implement the DaO approach, while their regional offices and headquarters continue to work in silos without incorporating DaO practices or adjusting agency norms and practices in DaO countries. This presents some challenges at the local level staff and operations. Without the required space for the pilot countries, Cape Verde specifically, to experiment with business practices, new M&E methods, joint programming, the countries will not be able to explore the opportunities DaO offers to the fullest. If DaO is going to be rolled out worldwide, headquarters and regional offices need to develop a strategy to facilitate compatibility between DaO countries and non-DaO countries while carrying out their role in supporting local programmes and developing global policies. Headquarters need to have a clear vision on their role and on the division of labour between global level and local level. Although the benefits of greater national responsibilities are recognized, it is also recognized that the UN's global network of expertise and specialists is a valuable asset. HQs' and regional offices' roles should not be marginalized, but rather specialized</td></tr>
<tr><td>Finding:</td><td>Target: HQ and Regional offices</td></tr>
<tr><td>Theme: 4, 21, 22</td><td>Period: 1-2 years</td></tr>
</table>

<table>
<tr><td colspan="2">2. Tasks and responsibilities related to DaO need to be added to staff job descriptions and ToRs to ensure staff performance on DaO duties counts towards their annual assessment and to anchor Delivering as One in the organization;</td></tr>
<tr><td colspan="2">For a certain period of time Delivering as One will cause additional work and coordination efforts. Until this way of working becomes business as usual, the tasks arising from DaO need to be recognized in staff's daily work. Also in job appraisals, staff's efforts for DaO should be recognized. Premiums such as "master of change" could be introduced for UN staff that show particular leadership in the DaO process.</td></tr>
<tr><td>Finding: Sustainability of DaO</td><td>Target: HR Cape Verde – HR HQ and regional offices</td></tr>
<tr><td>Theme: 4, 22</td><td>Period: 1 year</td></tr>
</table>

<table>
<tr><td>3. The One Programme could benefit from more focus. More coordination between subprogramme managers could lead to further search for synergies and reduction of overlap. A mechanism should be developed that could help in determining</td></tr>
</table>

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> **whether a certain activity or project fits in a subprogramme and really contributes to its objectives.**

More focus could also be achieved by reducing the number of cross-cutting issues. E.g. capacity building is defined as comparative advantage and is a routine type of intervention of the UN but has also been defined as cross-cutting issue.

Programmes could also gain focus by reducing the number of outputs and concentrate more on formulating common and larger outputs.Clearer vision and definition of objectives and indicators on subprogramme level could help determine focused outcomes. Formulation of criteria per subprogramme should help determine whether outputs really match and contribute to the programme's outcomes.

Finding:1	Target: UN CV
Theme:4	Period:during coming planning cycle

4. **Cape Verde Government's Monitoring and Evaluation system is being developed, in the spirit of the Paris Declaration use of national systems, the UN should have an M&E system that is compatible with or integrated in GoCV's M&E system, thus laying the foundation for a unified national M&E system.**	
Finding:3	Target: UN Cape Verde
Theme: 7	Period: 1 – 4 months

Prerequisite: training in RBM and M&E for UN and government staff

The Government of Cape Verde has been investing in instituting a single M&E system, totally financed by the GoCV. The system is not yet operational, but it is expected to be launched in 2011. It is currently in a phase of testing and review, and efforts are being directly at capacity building. Cape Verde has all the structural and institutional conditions to have an effective national M&E system. It is an open platform, meaning institutions like the UN can enter the system as a unit and include its programs. UN staff familiar with the platform have remarked positively. The primary concern regarding the Government´s M&E system – as expressed by people close to the project – is the system´s sustainability once introduced in full. The project does not yet have a full time staff, a core group of people whose full time job is dedicated to the M&E system.

5. **Monitoring & Evaluation capacity should be improved. One Programme reports should be more frequent and directly linked to the One Programme design.**	
Finding:3	Target: UN Cape Verde
Theme: 7	Period: 6 – 12 months

Prerequisite: training in RBM and M&E for UN and staff

The One Programme report 2009 is an important achievement in a common M&E effort, by providing a common report of all UN activities. However, it could gain in transparency by linking it more directly to the One Programme Design and budget. The presentation for the joint review meeting (2009 basic mapping UN agencies / National partners financial contribution) is a good

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example of such reporting, but could gain clarity from inclusion of the originally planned budget.

Reporting could also be simplified by more realistic programming. Table 6 shows a more than 100% increase in budget of UN spending for 2010 relative to 2009, however only 64% funding was secured when developing the AWP 2010. The real increase is likely to be much lower than 100%.

6. To improve efficiency UNCT should improve agenda-setting and planning of meetings. A schedule for monthly meetings should be disseminated and meetings should be divided in parts that are relevant to the extended UNCT (including NRA) and relevant to core-UNCT.	
Finding: 6	Target: UNCT
Theme	Period: 1 – 2 months

7. A communication strategy should establish a response to the tension between agency visibility and UN operating and speaking as One	
Implementation of recommendations previously given in the Dalberg[38] report should continue. Development of the next One Programme offers an opportunity for increased communication around UN's work both internally and externally. A specific request from stakeholders was improved information regarding funding opportunities. This information seems to be shared in a rather small circle, but should be made available to a wide range of NGOs. A specific objective of an internal communication strategy should be to clarify the distinction between Joint Office and Delivering as One. The evaluation team noted this still causing confusion for some (internal and external) stakeholders.	
Finding: Internal and external perceptions about difference between JO and DaO; donor requirements for visibility.	Target: UN CV – RC Office
Theme: 19	Period: 1-4 months

8. Investment should be made in knowledge management to ensure anchoring of the joint programming experiences, learn from previous pitfalls and in general be able to retain knowledge and experiences notwithstanding high staff turnover.	
High staff turnover can lead to loss of institutional memory if experiences and lessons learned are not guarded in some sort of system. In its rudimentary form this system can be an archive or working groups and other ways of knowledge sharing. A more systematic way can be the use of a knowledge management system that helps the organization to prevent the loss of institutional memory.	
Finding: 1 and high turnover of staff	Target: UN CV – RCO
Theme: 20	Period: 1 year

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[38] Internal communication plan targeted at removing common misconceptions about DaO; External strategy for "Speaking as One UN in Cape Verde" and promoting One Program; Strategy and actions for "Communicating for Development & Behaviour Change" working with relevant Sub-Programs

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Recommendations

9. A study should be done into transaction costs of the Joint Office and the real costs of services required by the NRAs. Aim should be the feasibility of building common services units based on cost sharing rather than on an activity based contribution. This should lead to more equal and flexible cost sharing.	
Finding: Sustainability of One Management System	Target: UN CV – HQ
Theme: 17	Period: 6 months

10. Make more use of new technologies for coordination and knowledge sharing. Efficiency could improve from division of labour in working groups according to capacity of participants.	
Currently the preferred method of coordination in the UN (not just in Cape Verde) seems to be via meetings. The importance of representation is high, staff is spending a significant amount of time in meeting. In some areas it should be considered whether meetings can be replaced by other methods of communication, such as e-mail groups. .	
Finding: Increased workload due to working groups and subprogramme groups	Target: UN
Theme:	Period:

11. Lessons learned and Conclusions

172. The UN in Cape Verde has been reforming for many years. The lessons learned from these processes could inform other countries wanting to introduce DaO. Some of these lessons are:

► Continuing support and involvement of the Government is required. The Government volunteered as DaO pilot country and as said one of the unexpected outcome of DaO implementation is the opportunity it offers to further streamline and rationalize its own operations and requests. Demanding as One has become a necessity for Cape Verde and this needs continueing attention. Also, the Government can play a role in programming more focussed UN projects. For the UN to be able to make choices in its programmes and cutting back its outputs, it needs the Government's direction towards the most strategic objectives.

► UN staff recognizes the benefits of being part of an international network. A shift in orientation from vertical (HQ to local level) to horizontal (on local level between agencies) should not lead to being cut off of the global network. Especially for sharing of knowledge and experiences the global UN network offers staff great opportunities. This sharing takes place formally in meetings and official communications, but also informally via staff's networks in various countries.

► DaO is catching on in the UN system, some NRA's have been able to learn from experiences in several DaO pilot-countries and are proving that an NRA can supply effective government support by strengthening coordination among agencies and with government during planning and implementation phases.

Concluding remarks

173. The evaluation process for the DaO pilots has been quite heavy for Cape Verde. An evaluability study by UNEG in 2008, a capacity assessment by Dalberg in 2009 and this country-led evaluation in 2010 has meant a mission analysing UN operations from different angles and by consultants with different backgrounds every year. It is no surprise that these missions usually result in more or less the same observations and recommendations. The time to implement these recommendations is too short to be able to observe significant results. Also, for a lean bureaucracy as the Cape Verde bureaucracy it is impossible to participate in all these missions to the extent required by the UN. The difficulty in scheduling interviews for this evaluation, and extensive effort the UN had to put into this schedule is a evidence for this.

174. Two discussions and themes for introspection seem to become more and more important for the UN: Firstly, the role of Headquarters, the division of labour between HQ and field offices on the one hand and the necessary support and control from HQ on the other hand. The second theme is the UN's stance on General Budget support. The first discussion is clearly related to DaO if the field offices are to be more accountable and responsible to their own country programmes and funding. The second discussion is maybe only partially related to Delivering as One, but was often noted during interviews with government and certainly is related to greater national ownership and other Paris Declaration principles. Although there are sound

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reasons why entering into General Budget Support does not seem compatible with the UN's mandates and operations, it has to be recognized that this places the UN agencies outside of a premium strategic forum where GoCV discusses the most important priorities with development partners.

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Annex 2: Cape Verde Economic growth and Donor Relations
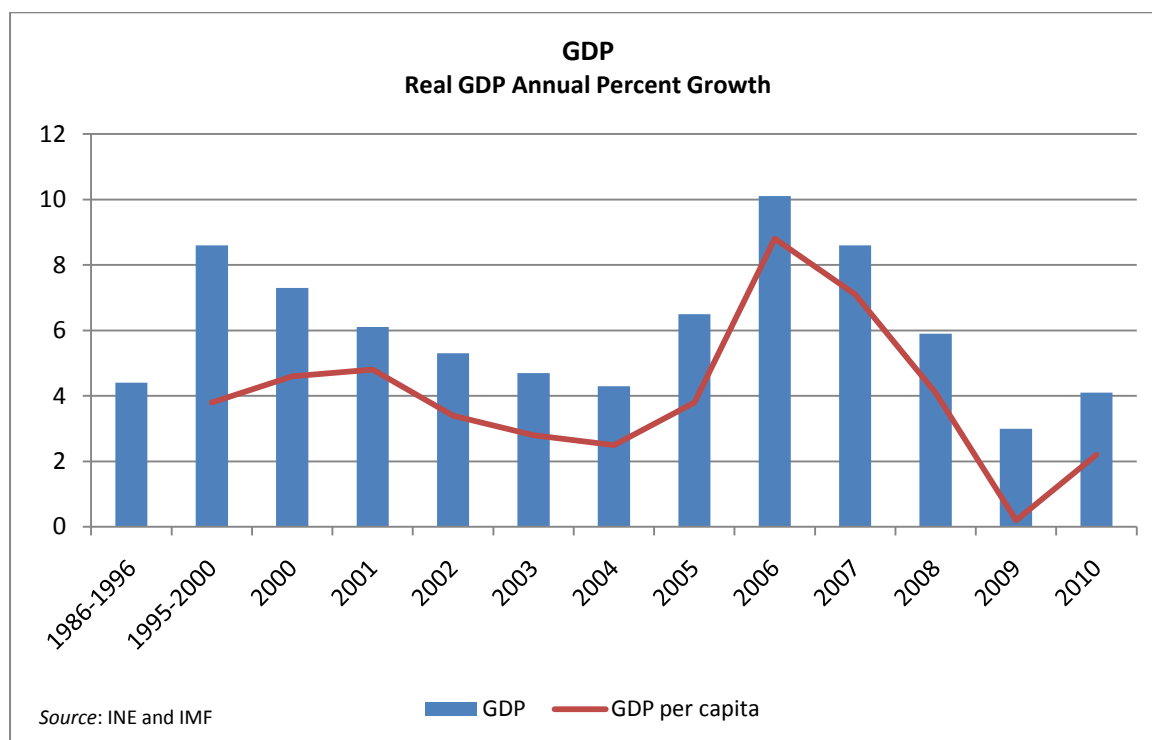
Figure 6: Cape Verde GDP growth I
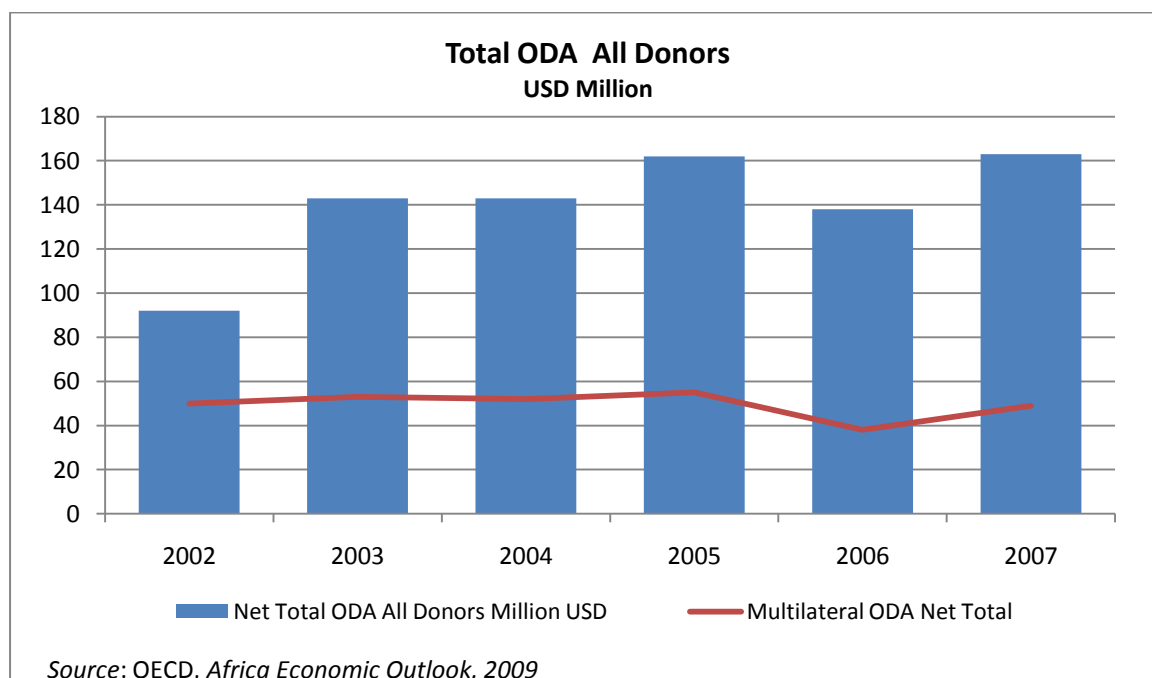
Figure 7: Total ODA to Cape Verde from 2002 to 2007

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Annex 2: Cape Verde Economic growth and Donor Relations

Net Total ODA Selected Donors
Million USD, 2008

United Nations, 11.99
IDA, 18.23
France , 8.7
Italy , 5.2
Japan, 5.29
Netherlands, 11.67
Luxembourg, 19.44
United States, 23.8
Spain, 20.2
Portugal, 62.4

Source: OECD, 2010

Figure 8: Total ODA for Cape Verde for selected Donors in 2008

ODA
Millions ECV Escudos

Totol ODA — Loans — Grants

Source: Ministry of Finance, 2010
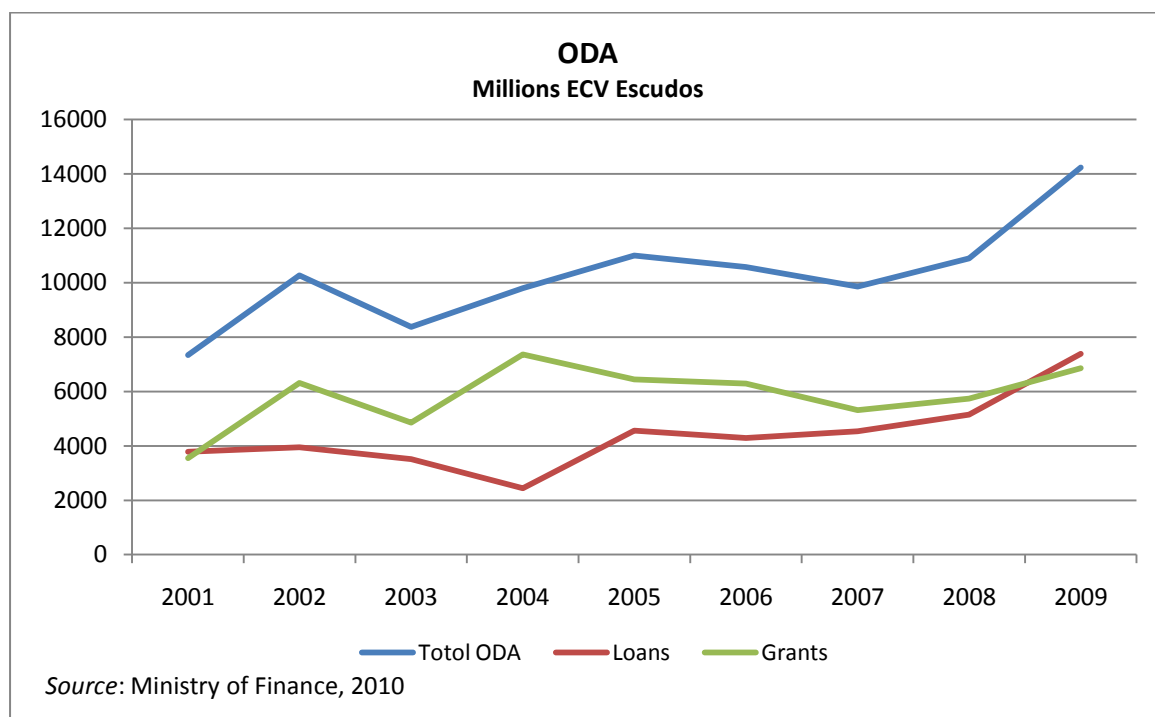
Figure 9: ODA and Loans to Cape Verde from 2001 to 2009

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Annex 3: Data processing and Workplan

Data processing

Evaluation design		Data collection		Analysis		Synthesis		Quality assurance

| * Choose methodology
* Approach
* Tools
* Evaluation questions
* Consult with Evaluation Secretariat | * Ordering data
* Placing in context
* Triangulation
* Verification
* Feedback | * Interviews
* Desk research
* Counter factual
* Case study
* Stakeholders Meeting | * Data verification
* Filtration
* Placing in context
* Formulation of findings
* Report development | * Verification of results
* Member checks
* Ensure comparability
* Enhance report
* Logical link ing |

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Annex 4: Evaluation Workplan

Number	Project Stages	Start date	End date	Months / Weeks	May 1	May 2	May 3	May 4	Jun 5	Jun 6	Jun 7	Jun 8	Jul 9	Jul 10	Jul 11	Jul 12	Aug 9	Aug 10	Aug 11	Aug 12	Sep 9	Sep 10	Sep 11	Sep 12
1	Inception phase - Inception report	May 17th 2010	May 24th 2010				■	■																
2	Inception report due	May 24th 2010	May 24th 2010					■																
3	Review of the inception report	May 24th 2010	May 31st 2010					■																
4	Submission of the revised inception report	June 21st 2010	June 21st 2010								■													
5	Draft questionnaires submissions	June 28th 2010	June 28th 2010									■												
6	Final questionnaires submissions	July 12nd 2010	July 12nd 2010											■										
7	Data Collection	July 12nd 2010	July 26th 2010											■	■									
8	Stakeholders' meeting on Preliminar Findings	July 26th 2010	July 26th 2010													■								
9	Preparation of draft report	July 26th 2010	August 23rd 2010															■	■					
10	Submission of draft report	August 23rd 2010	August 23rd 2010																■					
11	EMG review of draft report	August 23rd 2010	August 30th 2010																	■				
12	Update draft report with input from EMG	August 30th 2010	September 3rd 2010																		■			
13	Final report submission and approval of EMG	September 3rd 2010	September 3rd 2010																		■			
14	Approval & distribution	September 6th 2010	September 6th 2010																		■			

■   Milestone / deliverable

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Annex 5: Themes and Sub-themes

Theme	Sub-themes
One Programme	
Aligned with National Development Goals, coherent contribution of UN System, relevancy of UN	1. To what extent is the One Programme more responsive to National Development Goals and Priorities than programmes before DaO? (counterfactual)
	2. To what extent has One Programme implementation benefited from increased presence of UN agencies (NRAs). Is the One Programme more or less relevant to CV, are UN agencies delivering a coherent contribution in the One Programme?
	3. Has DaO contributed to increased use of national planning cycle and M&E?
	4. Has DaO increased or decreased efficiency and effectiveness of UN Programmes .
Effectiveness and efficiency of One Programme / sustainability of DaO	5. To what extent has the One Programme generated positive synergies and value added beyond the individual interventions?
	6. Has DaO contributed to improved cost effectiveness and efficiency of UN operations both for UN, GoCV and other stakeholders? (counterfactual)
	7. Progress towards mainstreaming RBM approach and existence of M&E system for effective planning, monitoring and reporting
One Leader	
UN institutional framework	8. Has DaO provided an effective and sustainable approach for UN mangement and institutional framework to reposition the UN system and increase its relevance?
	9. Has the DaO institutional framework facilitated or hindered access to NRAs?
	10. Has DaO increased efficiency and effectiveness of UN's institutional framework and management?
National ownership and leadership and government integration	11. Has DaO made national ownership, management and engagement of GoCV more effective and efficient?
	12. To what extent has GoCV shown ownership and leadership in One Programme, has DaO helped or hindered GoCV's integration in the UN Programme?
One Budgetary Framework and One Fund	
Effectiveness and Efficiency	13. To what extent has One Budget contributed to effectiveness of One UN Programme / division of labour
	14. To what extent has DaO contributed to more efficient use of resources / effective allocation and rising of funds / less competition for funding
National Ownership	15. To what extent has One Budgetary Framework / One Fund contributed to greater national ownership and able to address national priorities
One Management system	

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Annex 5: Themes and Sub-themes

Theme	Sub-themes
Business practices, harmonization, common services	16. Has DaO contributed or hindered the integration process initiated in 2006 with the Joint Offices. Would this integration have been sustainable without DaO, what is the additional value of the DaO initiative? (counterfactual)
	17. To what extent has DaO contributed to reduction of transaction costs / operational costs.
	18. To what extent did the entrance of NRAs help or hinder the harmonization of business processes
One Communication Strategy	
UN Perceptions / Change	19. External : To what extent has communication contributed to more effective role and contribution of UNs in Cape Verde
	20. Internal: To what extent has communication addressed internal need for information on change in UNs – to what extent has communication helped or hindered increased role of NRA
Cross-cutting issues	
Cross-cutting issues / Lessons learned	21. Regional and HQ level changes in support of DaO
	22. Management of changes in UN System
	23. How did DaO improve mainstreaming of gender equality, HIV/Aids, Human rights, Climate change
	24. Lessons learned, unexpected outcomes and opportunities missed in DaO.
	25. What were the national political drivers for the country to become DaO pilot

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Annex 6 Alignment analysis

	DECRP II 2008 -2011	**UNDAF 2006 – 2010**	**One Programme**
Priorité national	EIXO I – Reforma do Estado	Good Governance	Good Governance
Outcome		Les institutions nationales veillent à l'application de politiques basées sur l'approche des droits humains e d'équité en vue de garantir la bonne gouvernance e le succès de la sortie du Cap Vert du group PMA	SP1 Successful economic graduation and integration in the World Economy
Outputs		1. Les institutions définissent et appliquent des stratégies approporiées pour la consolidation des acquis socio-economiques dans le contexte de la sortie du Cap Vert des PMA	Résultat 1.1: Graduation économique: Gestion de la dette et accès aux instruments de financement du développement au niveau international. Capacité du Gouvernement renforcée en matière de formulation de politique macroéconomique
			Résultat 1.2: Post-accession à l'Organisation Mondiale du Commerce (OMC): Formulation d'une politique commerciale adaptée aux engagements pris à l'OMC
			Résultat 1.3: Développement d'instruments de planification et promotion des investissements
			Résultat 1.4: Environnement institutionnel d'appui aux entreprises exportatrices renforcé
Effets de l'UNDAF			SP2 Strengthening of Security
		2. Les capacités nationales sont renforcées pour promouvoir les droits humains, lutter contre la drogue e assurer la sécurité des citoyens	Résultat 2.1: Les capacités nationales sont renforcées pour lutter contre la drogue et la criminalité organisée et assurer la sécurité des citoyens; Les institutions nationales veillent à l'application de politiques basées sur l'approche des droits humains et d'équité

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	DECRP II 2008 -2011	UNDAF 2006 – 2010	One Programme
			en vue de garantir la bonne gouvernance du Cap Vert.
Effet de l'UNDAF			Consolidation of Democracy
		3. Les institutions nationales assurent l'application de l'égalité et de l'équité de genre dans le domaines politique, economique social e culturel	
		5. le pouvoir décentralisé et développement local répondent de manière efficace e efficiente aux préoccupations socio-économiques des populations locales.	Résultat: 3.1. Le pouvoir décentralisé et le développement local répondent de manière efficace et efficiente aux préoccupations sócio-économiques des populations
		4. les reformes de l'état et le renforcemnt des capacités instituionnelles et de la sociéte d'information répondent mieux aux attentes des citoyens.	Résultat: 3.2. Les reformes de l'Etat et le renforcement des capacités institutionnelles et de la societé de l'information répondent mieux aux attentes des citoyens
	EIXO III – Competitividade: Vencer os Desafios do Desen-volvimento Sustentado e da Globalização.	Fight against poverty	Economic Growth
			SP4. Promotion of growth and Economic Opportunities
			Résultat 4.1: Un environnement des affaires de classe internationale et des services d'appui performants pour la création et le développement des entreprises et des emplois.
		7. la participation des populations vulnérables au développement e à la promotion de l'entrepreunariat est promue pour assurer leur meilleure insertion dans le tissu économique et social	Résultat 4.2. : A enterprise tissue productive, diversified, competitive and job creator.
		6. Les populations les plus vulnérables sont intégrées dans le mécanismes de développement à travers des politiques e	Résultat 4.3.: Special programs aimed at integrating the work of youth, women and vulnerable groups are implemented

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Annex 6 Alignment analysis

	DECRP II 2008 -2011	UNDAF 2006 – 2010	One Programme
		programmes appropriés	
		8. les institutions nationales e internationales veillent à l'amélioration de la sécurité alimentaire des populations les plus démunies et à l'application des politiques et normes assurant l'amélioration de la production et productivité nationales	Résultat 4.4. : National and local institutional capacity oriented for leadership, excellence and results
			Résultat 4.5. : A National Statistical System that meets International Standards and fully inform the policy makers
	EIXO IV – infraestruturação económica do país	Advancement of Environment	Environment
			SP5 Environment, Energy, Disasters Prevention and Response
		9. Les institutions nationales appliquent les cadres stratégiques et légaux ainsi que les mécanismes de suivi et de gestion de l'environnement.	Résultat 5.1: Les institutions nationales appliquent les cadres stratégiques et légaux ainsi que les mécanismes de suivi et de gestion de l'environnement.
		10. Les populations sont impliquées dans la sauvegarde et la gestion des ressources naturelles en tant que patrimoine national et source de développement économique	Résultat 5.2: Les populations sont impliquées dans la sauvegarde et la gestion des ressources naturelles en tant que patrimoine national et source de développement économique
		11. Les institutions nationales et la société civile assurent la gestion préventive et la réponse aux désastres	Résultat 5.3: Les institutions nationales et la société civile assurent la gestion préventive et la réponse aux désastres (sécheresse, éruption volcanique, catastrophe chimique…)
	EIXO II – Capital Humano	Development of Human Capital	Human Capital and Social Protection
			SP 6 Quality of Education System
		13. Les institutions nationale assurent la mise en oeuvre e le suivi des progrès dans la réalisation des droits humains relatifs aux services sociaux de base. 14. Les institutions nationales e la société civile sont renforcées pour lutter	Résultat 6.1: Les institutions nationales, municipales et de la société civile assurent la prise en compte des droits à l'inclusion socio-économique des populations dans le contexte de transition démographique en cours.

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	DECRP II 2008 -2011	UNDAF 2006 – 2010	One Programme
		efficacement contre l'epidemie de VIH/SIDA	
			SP7 Youth participation
		12. Les populations les plus vulnerábles exercent leur droits à l'acces aux services sociaux durables de qualité: éducation, santé e lutte contre le VIH/SIDA	Résultat 7.1: Les jeunes exercent leurs droits de participation active dans le développement du pays, à tarvers la promotion du volontariat et le renforcement dse instittutions et organisations de la société civile.
			SP8 Contribution to reform of Health Sector
			Résultat 8.1: Les institutions nationales assurent la mise en œuvre et le suivi des progrès dans la réalisation des droits humains relatifs aux services de santé.
	EIXO V – Coesão Social	Social Protection	SP9 Child and social protection
	• Redução substancial da pobreza • Melhoria das condições e das relações laborais • Melhoria do sistema da Protecção Social • Dinamização do emprego • Segurança alimentar • Mais e melhor saúde para todos • Juventude e Desenvolvimento • Género e Desenvolvimento	15. les institutions nationales et municipales assurent un sytème de protection sociale efficace et durable.	Résultat 9.1: Les institutions nationales et municipales assurent un système de protection sociale et de l'enfant efficace et durable.

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Annex 7: Interview and Focus group table

Interviews

#	Name	Function	Agency	In this position since	Date of interview
1	JoséNavarro	Coherence Unit	RC Office	June 2009	12/7 9h00
2	ElisabeteMendes	Programme Manager	JO – Governance Unit	February 2009	12/7 10h00
3	BarrysonAndriamahefazafy	Country Representative	WHO	September 2009	12/7 11h00
4	NarjessSaidane	Deputy Representative	Joint Office	January 2010	12/7 12h00
5	FransV.de Ven	Country Representative	FAO	February 2009	12/7 14h00
6	Petra Lantz	Resident Coordinator	United Nations Cape Verde	February 2008	12/7 16h00
7	EugéniaBarbosa	NRA Focal Point / Executive assistant	Joint Office	20 years	13/7 9h00
8	Rui Levy	Programme Coordinator	UNIDO	November 2009	13/7 11h00
9	YolandaEstrela	Programme Coordinator	WHO	2004	13/7 14h00
10	JohnDavinson	Aid Effectiveness and Paris Declaration Specialist	RC Office	March 2010	13/7 15h00
11	AntónioPires	Monitoring and Evaluation Officer	RC Office	October 2009	13/7 16h00
12	CristinaAndrade	Programme Coordinator	UNODC	2008	13/7 17h00
13	EduardoCardoso	Programme Coordinator	JO – Child Protection Unit	June 2009 but with UN 10 years	14/7 9h00
14	ClaraBarros	Gender specialist	UNIFEM / RCO	March 2008	14/7 10h00
15	Carolina Gomes	HIV / Tbc Specialist Malaria, Coordinator HIV/AIDS working group	WHO	October 2009	14/7 11h00
16	BetzabeRodriguez	One UN Focal Point	FAO	January 2010	15/7 11h00
17	JaimePuyolesGarcia	Coordinator of General Cooperation	Embassy of Spain	2009	15/7 12hr
18	SoniaLima	Programme Officer	UNESCO	N/A	16/7 9h00
19	AnitaPinto	Communications Officer	JO and RCO	N/A	16/7 14h00
20	JoséNavarro	Coherence Unit	RCO	June 2009	16/7 17h00
21	SandroBrito	National Director	National Directorate of Planning	N/A	19/7 9h00
22	MiriamLima	Deputy National Director	National Directorate of Planning	N/A	19/7 9h00
23	MiguelMonteiro	Chairman	National Authority for Food Security - (ANSA)	N/A	19/7 11h00
24	ZelindaCohen	Chairman	National Commission for Human Rights	N/A	19/7 14h00
25	MargaridaCardoso	Director	General Directorate for Planning, Budgeting and Management, Ministry of Health	N/A	19/7 16h00
26	MarilenaBaessa	Director	Cape Verdian Institute for Children and Adolescent (ICCA)	N/A	20/7 9h00
27	JairsonGomes	Research ,Projects and International Cooperation Coordinator	Cape Verdian Institute for Children and Adolescent (ICCA)	N/A	20/7 9h00
28	LagidaMonteiro	Adviser	Ministry of Labour,	2009	20/7 9hrs

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#	Name	Function	Agency	In this position since	Date of interview
29	FlorentinoG.Cardoso	President	Training and Social Solidarity Entrepreneurship and Innovation Promotion Agency (ADEI)	2008	20/7 11hrs
30	ClarimundoGonçalves	Director	General Directorate for Planning, Budgeting and Management , Ministry of Environment, Rural development and Marine Resources	N/A	20/7 11h00
31	Anastacio Silva	General Diretor	General Directorate for Planning, Budgeting and Management , Ministry of Decentralization, Housing and Territorial	2008	20/7 14hrs
32	CarlosPereira	Director	General Directorate for Planning, Budgeting and Management, Ministry of Youth	> 1 year	20/7 14h00
33	António Duarte	Chairman	National Institute of Statistics (INE)	N/A	20/7 16h00
34	FranciscoTavares	Chairman	Cape Verde Municipalities Association (AMCV) and DaO Steering Committee member	N/A	21/7 9h30
35	CarlosBarro	Logistic and Financial Officer	Cape Verdean Institute for Social Action in Education (ICASE)	2008	21/7 10hrs
36	AlbertoFernandes	President	National Civil Protection Service (SNPC)	2004, In SNPC Since 1999	21/7 11h00
37	JoséLuisRocha	National Director	Ministry of Foreign Affairs	1 year	21/7 15h00
38	AvelinoBonifácio	President	NGO platform (DaO steering committee member)	not specified	21/7 16h00
39	PedroBrito	Director	General Directorate for Planning, Budgeting and Management, Ministry of Education	N/A	21/7 16h00
40	Octávio Silva	Operations Manager	Joint Office	6 years	22/7 11h00
41	GiovanniLacosta	Project Manager	Government Monitoring and Evaluation Unit	> 1 year	22/7 16h00
42	AntónioQuerido	Programme Coordinator	Joint Office	> 1 year	23/7 9h00
43	ClaudiaRodrigues	President	Cape Verdean Institute for Gender Equality and Equity (ICIEG)	N/A	23/7 11h00
44	Benvindo Reis	Deputy Director General	Ministry of Finance	2008	23/7

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#	Name	Function	Agency	In this position since	Date of interview
45	AntónioCorreia	Chancellor	Universidadede Cabo Verde	N/A	11hrs 23/7 16h00
46	Carlos Manuel Barreto dos Santos	Executive Secretary	State Reform Coordinating Unit (UCRE)	N/A	26/7 9h00
47	José dos Reis	Executive Secretary	Committee for Coordination of the Fight Against Aids (CCS-SIDA)	N/A	26/7 11h00
48	MoisésBorges	Director	Environment General Directorate (DGA)	N/A	26/7 14h00

Focus Group Discussions

#	Name	Function	Agency	In this position since	Date of interview
FGD 1	DárioMamudo	Gender and Human Rights Working Group	IOM	> 1year	14/7 14h00
FGD 1	PaulaFoschiatto	Gender and Human Rights Working Group	UNV	> 1year	14/7 14h00
FGD 1	YolandaEstrela	Gender and Human Rights Working Group	WHO	> 1year	14/7 14h00
FGD 1	BetzabeRodriguez	Gender and Human Rights Working Group	FAO	> 1year	14/7 14h00
FGD 2	ElisabethRocha	Operations Management Team	FAO	< 1 year	15/7 9h00
FGD 2	Jean-PierreDelgado	Operations Management Team	JO	< 1 year	15/7 9h00
FGD 2	AntoineteCabral	Operations Management Team	WHO	< 1 year	15/7 9h00
FGD 2	PedroGomes	Operations Management Team	JO	< 1 year	15/7 9h00
FGD 2	SalletteBettencourt	Operations Management Team	JO	< 1 year	15/7 9h00
FGD 3	Sandra Martins	Montioring and Evalution Working Group	JO	>1 year	15/7 14h00
FGD 3	ClaraBarros	Montioring and Evalution Working Group	UNIFEM	>1 year	15/7 14h00
FGD 4	SofiaFigueiredo	Training Centre Manager	MORABI (NGO)	1,5 year in this position	22/7 9h00
FGD 4	IdalinaFreire	Chairman	Women Organization of Cape VerdeOMCV) – (NGO)	not specified, > 5 years	22/7 9h00
FGD 5	AntonioMachado	Representative	Portugal Cooperation	Since 2007	16/7 10hrs
FGD 5	CistoDelgado	Programme Officer	European Union	2006	16/7 10hrs
FGD 5	IrenePaiz	Sectorial Technician	Portugal Embassy	2009	16/7 10hrs
FGD 5	Joane Bullet	Economic Relations	France Embassy	Since 2010	16/7 10hrs

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Annex 8: Evaluation institutional arrangements

The institutional framework of the evaluation is depicted below. UN and GoCV contracted a regionally and gender balanced team of consultants to carry out the evaluation. During the entire evaluation process the evaluation team interacted closely with the below indicated entities, as to ensure a consultative process.

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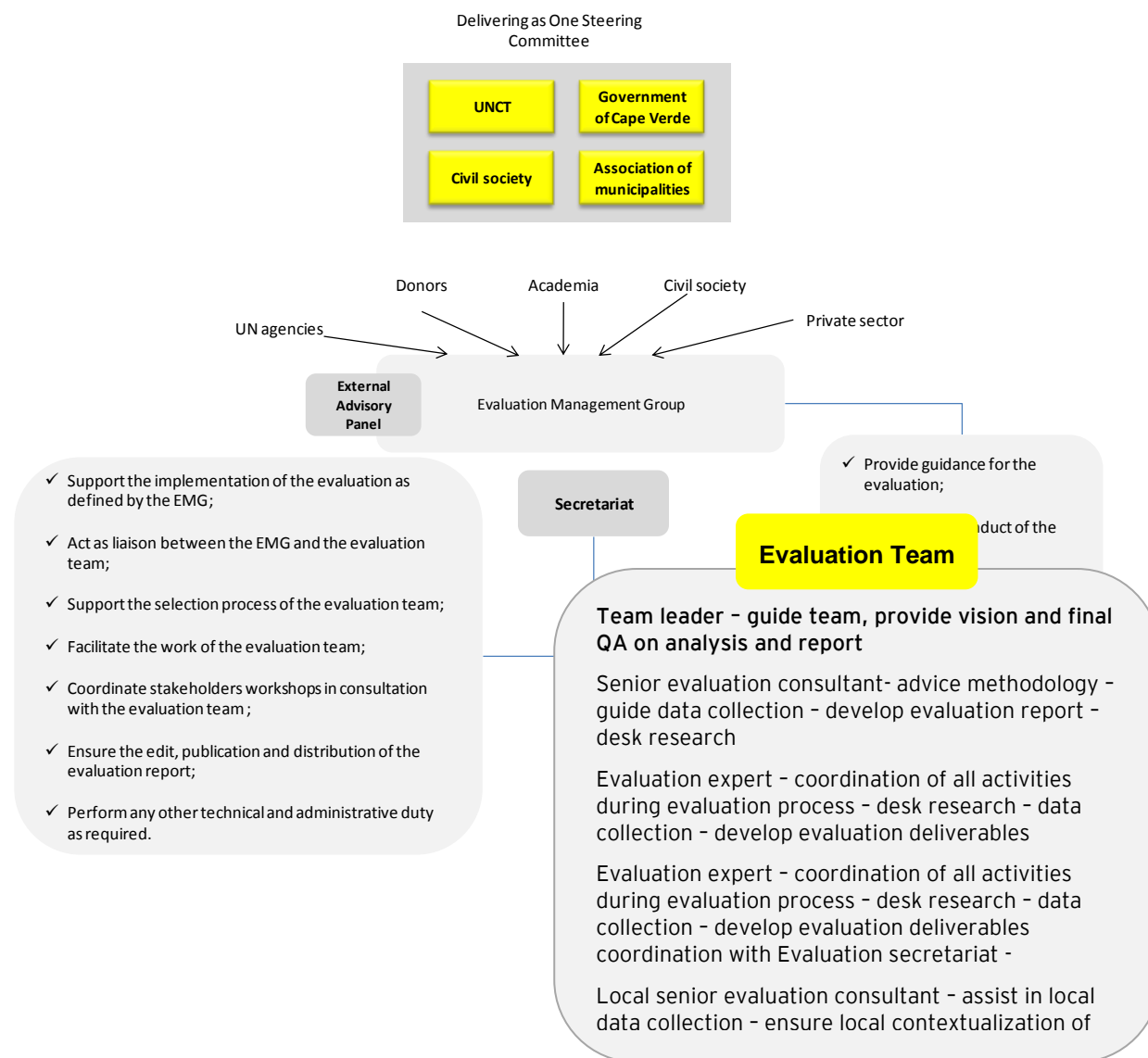
Annex 9: Dalberg recommendations

Recommendations

1.1 Recruit Deputy Representative as soon as possible to ensure better integration between Programs and Operations

1.2 Move M&E role from Deputy Rep's Office to Coherence Unit, to work 50% of DaO coordination and 50% on M&E work for JO

1.3 Move Communications function from Deputy Rep's Office to Coherence Unit, to work 50% on DaO and 50% on JO

1.4   Economist should report directly to the RC but work closely with the Coherence Unit

1.5   Combine HR and Administration formally

1.6 Move Procurement Associate to report directly to Operations Manager

2.1 Clarify roles of Planning and Policy Advisor:

- Temporary position to support RC in various ways on JO and DaO
- Currently acting Head of the Coherence Unit until full time Head arrives
- Will continue to advise the RC outside of the CU
- Will support JO Mgmt Group on coordination across Program Units until new Deputy Rep in place: division of labour between Advisor and Acting Deputy Rep to be determined by JO Mgmt Group

2.2 a. Clearly define roles between Program Officers, Program Assistants and Operations required in (a) finance work, (b) travel, (c) procurement.

   b. Operations staff to respond directly to requests from Program staff so that Program staff don't have to direct their requests through Octavio

2.3 Assign clear responsibility to the Deputy Rep for day-to-day relationship with all agencies including receiving and organizing responses to requests for information from the 4 agency HQs

3.1 Schedule, and rigorously conduct, weekly meetings of the JO Management Group:

- Full attendance expected every week
- Progress and planning updates at every second meeting
- Every other meeting to focus on a specific strategic issue, for which a schedule of topics* should be created, each meeting should have discussion slides prepared in advance and decisions should be required by the end of the meeting

3.2 Invite relevant finance people to meetings with government, as appropriate but at least once or twice per year

3.3 Arrange meetings between each Joint Office Program Unit staff and the relevant Operations staff once a quarter

4.1 Train all staff in latest version of ATLAS to ensure that it is being used most effectively

5.1   Create a plan for addressing departure of WFP

5.2 Develop and implement ideas for reducing the number of reporting partners / projects in Human Capital unit

5.3   Design reporting format for the JO which can simultaneously meet needs of multiple HQs

Recommended Actions

1.1 Establish detailed TORs for Coherence Unit which should include:

- Provide rigorous coordination of DaO processes, e.g., sending out calendars of what will happen when (meetings, disbursements, reports due, etc.)

Annex 9: Dalberg recommendations

- Develop common formats standardizing documents and templates
- Act as secretariat for UNCT meetings
- Collect information on UN programmes in Cape Verde (including outside One Program)
- Collect and share information on activities, e.g., planned missions, key meetings, etc.
- Develop and implement communications plans
- Develop M&E strategy and coordinate implementation by agencies
- Support work of Cross-cutting Theme Advisors
- Support aid effectiveness agenda in Cape Verde, especially UN's role as co-chair of GAT and chair of Development Partners group (principally the work of the Economist who will work closely with the CU)

2.1 Update Lead Agency roles to include:

- Provide strategic leadership and coordination of technical inputs by all participating agencies and national partners within Sub-Program
- Promote "joint programming" by ensuring full agency involvement in planning & implementation
- Coordinate engagement with main government counterparts for the Sub-Program, to minimize transaction costs on the government
- Coordinate documentation from the Sub-Program Working Group, including program strategies, workplans, reports, etc. – using guidelines and templates from the Coherence Unit
- Communicate information to Working Group members, and provide information to Coherence Unit for sharing across agencies

2.2 Enable, as part of the TORs, either the members of a Sub-Program Working Group or the Resident Coordinator to ask the UNCT to select a new Lead Agency, if the current one is demonstrably not fulfilling their TOR or adhering to the code of conduct

2.3 Update sub-program participating agency roles to include:

- Contribute to planning & implementation of Sub-Program
- Ensure timely and quality delivery of their parts of the Sub-Program
- Coordinate their interactions with main government counterparts with other members of the Sub-Program Working Group
- Provide inputs for program strategies, workplans, reports, etc. in a timely manner as defined by the Lead Agency – using guidelines and templates from the Coherence Unit
- Provide information to Lead Agencies and Coherence Unit for sharing with other agencies

2.4 Implement Transition Fund performance criteria for agencies to receive second disbursements from the Fund

3.1 Appoint focal points – from existing staff – for each of (a) Human Rights and Gender and (b) Capacity Development, with responsibilities to:

- Organize trainings/discussions on relevant standards and tools for mainstreaming the given cross-cutting theme in programming
- Attend Sub-Program Working Groups, at least quarterly and otherwise as needed, to review how the theme is being included in plans (during planning stages) or in implementation
- Participate in M&E reviews and audits to review how well themes have been addressed
- Report regularly on cross-cutting themes to the relevant Lead Agency

3.2 Make Communication for Development the responsibility of the DaO Communications function – proposed to be part of the Coherence Unit – and ensure that the Communications Strategy and Plan includes plans and activities for Communicating for Development

3.3 Consider rolling HIV/AIDS into relevant Sub-Programs, especially that on Health but also others as appropriate –

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Annex 9: Dalberg recommendations

3.4 Consider adding Climate Change as an additional cross-cutting theme, to be handled via a focal point like Gender, Human Rights and Capacity Development

3.5 Review progress on cross-cutting themes at least twice per year at the UNCT

4.1 Include new M&E position in the Coherence Unit, but give them two functions:

- 50% for coordination of M&E for the One Program, especially creation of the M&E framework, writing templates, managing the M&E process, etc. – working with relevant M&E officers or focal points in agencies
- 50% to be the M&E officer for the Joint Office, working with Program Units and reporting to the Deputy Rep and JO Management Group for this purpose

4.2 Finalise M&E working group composition and TORs

4.3 Agree on a common M&E methodology / platform for DaO; then discuss with government counterparts to develop a full M&E plan for DaO

5.1 Include Communications Analyst in the Coherence Unit, and hire another resource (using RC funds from Transition Fund at first and perhaps program funding in future), and give them two functions:

- 50% for communications for DaO, both external and internal (to staff of all agencies), developing and implementing the communications plan with all agency comms officers / focal points
- 50% for communications for the Joint Office, for which these will be the resource people

5.2 Update draft communications strategy, to include:

- Internal communications to staff
- Marketing for JO and DaO outside Cape Verde
- External strategy for "Speaking as One UN in Cape Verde" and promoting One Program
- Strategy and actions for "Communicating for Development & Behaviour Change" working with relevant Sub-Programs

6.1 Develop welcome package (in Portuguese, French & English), and an orientation session, to introduce new staff to the Joint Office and Delivering as One and provide information on how the JO/DaO are organised and who does what

6.2 Train staff from UN agencies and government on results-based management and results-based budgeting, and on auditing requirements & processes – facilitated in part by resource people from the four JO and other agencies

6.3 Train all relevant staff from UN agencies – and government and national partners – on rights-based approach to programming (and repeat the training annually)

Terms of Reference for the Country-Level Evaluation of the Delivering as One United Nations in CAPE VERDE

1. Global Context

The Delivering as One (DaO) approach was recommended by the Secretary-General's High-level Panel on System-wide Coherence in the areas of Development, Humanitarian Assistance and the Environment on 9 November 2006. The Panel was mandated by the Secretary-General as part of the follow-up to the 2005 World Summit. The Panel recommended to the Secretary-General that the UN system should establish UN Country Teams with what they called the four Ones—*One Leader, One Programme, One Budgetary Framework*, and, where appropriate, *One Office*—in order to bring about real progress towards the MDGs and other Internationally Agreed Development Goals. UNCTs should also have an integrated capacity to provide a coherent approach to cross-cutting issues, including sustainable development, gender equality and human rights.

On 22 November 2006, the Secretary-General decided to move forward with some of the recommendations, focusing on the call to establish pilot country initiatives where the One UN approach would be tested. On 3 April 2007, the new Secretary-General presented the report of the High-level Panel to the General Assembly. In his comments, he noted that the exercise would test the principles advocated by the Panel in different countries. The governments of Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Vietnam volunteered to pilot the Delivering as One approach. The Secretary-General tasked the UNDG to move forward and support the eight pilot countries. Member States agreed that these concepts should be tested in the pilot countries on a voluntary basis and that the evaluation of lessons learned from these experiences would inform future intergovernmental consultations.

The Delivering as One United Nations (DaO) approach has been implemented in eight programme countries since 2007. The evaluability assessments conducted in 2007 and 2008 suggested that country level evaluations be conducted to assess the progress made against the strategic intent of DaO, record achievements, identify areas for improvement and remaining challenges and most importantly, distil lessons that could inform decision-making processes at the national and intergovernmental levels.

The DaO initiative is intended to make the role and contribution of the UN system at the country level more relevant, effective and efficient. This evaluation is intended to assess how, and the extent to which, the intended and unintended results were achieved in Cape Verde.

The United Nations General Assembly emphasized the need for an independent evaluation of lessons learned from DaO efforts, for consideration by Member States, without prejudice to a future intergovernmental decision. This country-level evaluation should be considered a building block for the independent evaluation which will be commissioned by the UN General Assembly. The independent evaluation would be able to integrate the evaluative evidence from the country-level evaluation, assess systemic efforts of the UN and provide recommendations for decision-making at intergovernmental level.

This Terms of Reference (ToR) is based on the framework ToR developed by the United Nations Evaluation Group (UNEG) at the request of the member states participating in the Delivering as One pilot initiative to support the conduct of country-level evaluations in line with the resolutions of the General Assembly (GA) contained in the 2007 Triennial Comprehensive Policy Review (TCPR) of operational activities for development of the United Nations system.

The TCPR, contained in General Assembly Resolutions 59/250 (2004) and 62/208 (2007), provides guidance to make the role and contribution of the UN system more coherent, effective and relevant at the country level. In the resolutions, the GA emphasizes that the planning and programming frameworks of the UN system, including the UNDAF, need to be fully aligned with national development planning cycles whenever possible and that they should use and strengthen national capacities and mechanisms.

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The ownership, leadership and full participation of national authorities in preparing and developing these planning and programming documents are vital to guaranteeing that they respond to the national development plans and strategies.

The resolutions emphasize that programme countries should have access to and benefit from the full range of mandates and resources of the UN development system. National governments should determine which resident and non-resident UN organizations could best respond to the specific needs and priorities of the individual country, including, in the case of non-resident agencies, through hosting arrangements with resident organizations and the use of advanced information and communication technology, including knowledge management.

2. Background on Delivering as One UN in Cape Verde

The overall goal of the Delivering as One UN Initiative in Cape Verde is to improve programme delivery and results through a more coherent, better coordinated, funded and managed UN.

Under the overall leadership of the Government of Cape Verde and the Resident Coordinator, the UN system in Cape Verde aims at delivering tangible development results as one team through the implementation of one country-owned and relevant UN programme that is consolidated as the UN Development Assistance Framework for 2006-2010, with a one year extension for the period 2010-2011. This overall programme framework is based on the principles of joint programming and includes all UN system entities, members of the UN Country team as well as non-resident agencies. It is implemented within the context of one budgetary framework and overall joint resource mobilization strategy, in close cooperation with other international development partners and national partners, including civil society organizations.

The UN in Cape Verde has been moving towards better coordination and increased alignment. This process has incrementally moved forward with efforts to effectively reposition the UN in the changing aid environment of Cape Verde.

The UN System in Cape Verde comprises of twenty agencies (FAO, UNDP, UNFPA, UNICEF, WFP, WHO) with physical in-country presence, and with 7 other agencies (UNIDO, UNIFEM, UNODC, UNESCO, UNHABITAT, UNV, IOM) non-resident agencies but with permanent staff in the country, and other 7 agencies (ILO, ITC, ITU, UNCTAD, UNISDR, UNEP, UNAIDS) covering Cape Verde from other countries, regional offices or Headquarters.

2.1 Re-positioning of the UN

In order to respond more effectively to the challenges of meeting the MDGs, the UN in Cape Verde has in recent years been moving towards improved coordination and increased alignment with national priorities. The implementation of UN reforms and the rapidly evolving development assistance environment in Cape Verde, characterized by a move towards more flexible aid modalities, due to the increased capacity of the Government for the management of the development aid, have provided the UN family with an opportunity to accelerate reform activities at country level. This process has enabled the UN Country Team to work more closely together, acting as one family and speaking with one voice.

The UN system in Cape Verde has viewed the evolving aid environment as an opportunity to initiate reflection at the country level on the future role of the UN in the new General Budget Support (GBS) environment, and to expedite the implementation of the UN Reform, joint programming modalities and the Paris Declaration on Aid Effectiveness. It is therefore very important to place the One UN Initiative in the framework of the ongoing efforts and initiatives in Cape Verde. The rapidly evolving development assistance environment in Cape Verde, with an increased focus on GBS and sector wide funding, has provided the UN family with an opportunity to accelerate UN Reform activities at country level.

The UN works closely with the Government in the new environment, based on its neutrality, impartiality, regulatory/normative role, technical expertise, more general expertise in capacity building, monitoring and evaluation, provision of services, enhancing the voice of the civil society, sudden onset emergency and ability to create and nourish partnerships. There are also increased preparedness and response to efforts by the UN to play a pro-active role in upstream policy dialogue under the Joint Review process and the UNCT has moved forward in engaging more proactively in taking on various convening roles.

A number of areas of **comparative advantage of the UN** system in Cape Verde have been identified:

- **Advocacy** for UN core values, including human rights, gender equality, human security and the Millennium Development Goals;

- **Normative and technical advisory support**, setting standards and ensuring quality control, in addition to providing technical advice according to the agencies respective mandates;

- **Strengthening of national capacity** at both central and decentralized levels, particularly strengthening Government capacity to deliver the additional resources channeled to the State Budget;

- **Support to national scale-up** of evidence-based programmes;

- **Bringing the voice of civil society to the table**. The UN can play a strategic role in ensuring that the voice of civil society is heard. In so doing, it would also ensure that municipalities are given similar opportunities and access to make their voices heard and to influence central government policy.

- **Building partnerships between all stakeholders**. Given its impartiality, the UN is an ideal mediator and facilitator to foster partnerships.

2.2 The "Five Ones" of the Delivering as One UN in Cape Verde

The "**Five Ones**" in Cape Verde are the following:

- **One Programme:** focusing on a sub-set of selected, strategic UNDAF outputs highlighting joint programmes. The 2006 – 2010 UNDAF, both in substance and cycle, is fully in line with the national development framework. In order to be fully in line with the next national development plan in Cape Verde, and based on guidance from the Government, the UNDAF was extended by one year (2010-2011). The overall strategies and approaches of the UNDAF 2006-2010 will remain consistent in the extension period. The next UN plan will then be developed based on the actual PRSP (2008-2011). Strategic inclusiveness in the One Programme focuses on the contribution of all UN agencies, specialized and non-specialized, resident and non-resident in areas of UN comparative advantage to achieve greater impact in the context of Cape Verde development priorities and of the new aid environment;

- **One Leader:** an empowered and accountable Resident Coordinator, with the competencies and authority to guide the development and management of the UN in Cape Verde and speak with one voice on behalf of the UN and supporting Agency representatives leading agency specific representation in-country, while exploring opportunities for clustering of representation where more effective and efficient;

- **One Budgetary Framework and One Fund:** consolidating all contributions to support a coherent and joint resource mobilization, allocation and disbursement of donor resources to the UNDAF and the Delivering as One UN Operational Plan – ONE PROGRAMME;

- **One Management System:** a results-based management system, with integrated support services, under which all agencies share joint premises and common services, wherever cost–efficient, with an aim to ensure efficient and effective delivery of operations support for programmatic activities of all agencies in the country. This arrangement ensures that cooperative arrangements are in place to build on synergies and maximize the use of available capacities and infrastructure; and

- **One Communication Strategy:** a common approach to communication and advocacy, in which there is a rational use of communication assets to raise and advance issues related to the mandate of the UN. The strategy would lead to greater coherence and effectiveness in the UN's approach to advocacy, resulting in measurable results.

3. Purpose and Use of the Country-Led Evaluation

It is anticipated that the evaluation of the Delivering as One initiative will be carried out in two phases: (a) a country-led evaluation, which will need to be carried out by the Governments of each DaO pilot country in conjunction with the UNCT and other key stakeholders by mid-2010; and (b) an independent global evaluation, which will commence in July 2010 and will be completed by mid-2011, in time for presentation at the 66th Session of the General Assembly in September 2011.

The objectives of the evaluation are to:

- Assess to what extent the DaO in Cape Verde is on track to achieve its targets against its strategic intent.

- Assess how the DaO initiative is contributing to national development goals

- Identify challenges and lessons learnt from the implementation of the DaO in Cape Verde

- Make specific recommendations on actions that should be undertaken by the different stakeholders (UN, Government and donors) in order to improve the efficiency and effectiveness of the implementation of the DaO in Cape Verde"

The Cape Verde country-led evaluation is based on a number of key principles:

- **Country ownership and oversight:** the evaluation will be overseen by the Government of Cape Verde with a view to ensuring that the results and recommendations are aligned with the national development agenda and can be fully incorporated into key processes and plans;

- **Primacy of national context:** the evaluation process and methodology will be developed with full recognition of the national context and working modalities of Government and development partners – there will be no attempt to create parallel processes or structures;

- **Focus on evaluation of results:** the evaluation will focus on reviewing the contributions of the UN Delivering as One to the overall national development agenda and achievement of the Millennium Development Goals in Cape Verde;

- **Transparency and credibility:** the evaluation will be carried out in an open and transparent manner, with high level, independent professional expertise contracted to support the process, outcome document and core set of recommendations in conformity with international evaluation standard; and

- **Comparability:** while flexible and based on the national context, the evaluation process will also ensure comparability of methodology and results with similar country-led evaluations being carried out in other DaO pilot countries.

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The country-level evaluation, including the recommendations, will be used by the stakeholders as an input to the discussion on how to enhance the role and contribution of the United Nations development system in support of national policies and strategies for the achievement of national development results. The evaluation will assess the progress made against the strategic intent of DaO in the country, record achievements, identify areas for improvement and remaining challenges and distil lessons to inform decision-making processes in the country.

The evaluation will also ascertain the level of effectiveness of the DaO initiative in bringing to the country's benefit the whole potential of the UN development system. The evaluation will be used by the UN and stakeholders to enhance its approach and processes to reach the related national development goals as outlined in the second national Growth and Poverty Reduction Strategy Document (DECRP) and also the internationally agreed development goals. It is also intended that this evaluation will be an opportunity to learn from the other pilot experiences and also will be an opportunity for South-South cooperation.

4. Scope of the Evaluation

The evaluation will focus on the UN's response to addressing the identified key development priorities in the country. When assessing that response, the evaluation will analyze the implementation of the Delivering as One approach expressed in the above mentioned five Ones, namely – *One Programme, One Leader, One Budgetary Framework and One Fund, O*ne *Management System and One Communication Strategy* – in order to assess its contribution towards the achievement of national development goals. The evaluation will also assess compliance with UN normative frameworks and cross cutting issues including gender and human rights, and their concrete translation in the DAO initiative.

More specifically:

- **One leader** and the extent to which the position of Resident Coordinator enabled a more coherent UN approach to address national development challenges;

- **One programme** and the feasibility and progress made in establishing joint programming and joint programmes which led to enhanced results that were greater than the sum of the individual UN agency specific programmes;

- **One budgetary framework** and establishment of a resource mobilization framework and One Fund, including the extent to which the administrative systems in place were able to achieve one financial management system;

- **One management system** and the extent to which common support services and shared business units increased efficiency; and

- **One communication strategy** and the extent to which it supported a more effective role and contribution of the UN system in the country.

The evaluation will assess the operational initiatives initiated and conducted within the DaO process since its inception. This should entail, all programme activities falling under the One Programme and also the extent of joint programming related to the implementation of the UNDAF more generally. The timeframe under evaluation should cover initiatives implemented since the initiation of the DaO in mid-2008. The emphasis of the evaluation is on the contribution of DaO to development results.

5. Evaluation Framework

This **formative evaluation** will assess the **relevance,** which includes the responsiveness to the needs and priorities on gender equality, women's empowerment and human rights of the countries as well as from UN conventions, resolutions and treaty bodies such as CEDAW Committee, etc.. It will assess **effectiveness** , which includesthe implementation of better processes and production of development outputs including improved results on gender equality, women's empowerment and human rights, and when possible the assessment of development outcomes and impacts. Further it will assess **efficiency,** which includesthe

reduction of transaction costs for the countries and the increased collaboration and coordination of the UN system in achieving gender equality and human rights results. Finally it will assess the **sustainability** of the DaO initiatives, which includes the probability of long term benefits of continuing the approach over time and assessing the extent to which gender and human rights components of the One Programme have been integrated into government systems to ensure national ownership and strengthen capacities for results on these areas.

A utilization-focused evaluation methodology will be used to guide the identification of the specific evaluation issues and questions, and also the related tools, to make the evaluation a meaningful exercise for national stakeholders: the detailed list of issues and questions will be prepared during the inception phase.

In addition to the specific evaluation questions, the following questions could be canvassed to identify the contextual elements related to the DaO process which would also enable some analysis between the various pilot counties:

- What were the national political drivers for the country to become a DaO pilot?

- What was the UNCT environment and experience of joint work at the time of launching the process?

- To what extent have the findings and recommendations from the evaluability assessment been accepted and implemented?

- What is the progress made towards mainstreaming the RBM approach in the joint programming and joint programmes?

- Is there an M&E system that supports effectively the planning, monitoring, reporting and evaluation of the One Operational Plan and the One Programme in particular?

- Have there been missed opportunities for the DaO process so far and if so, which?

6. Institutional Arrangements for the Evaluation

6.1. Evaluation Management Group

The overall guidance for the evaluation will be provided by an Evaluation Management Group (EMG) which will consist of the two representatives from the Government of Cape Verde, a representative of the UN, a representative of the civil society, one One UN Fund donors, a representative of the private sector and two representatives of Academia. It will be chaired by the National Director of Policies Affairs and International Cooperation from the Minister of Foreign Affairs and Cooperation. The members of the EMG will commission the evaluation. The EMG will oversee the conduct of the evaluation and will meet at key points during the evaluation process. This involves participating in the design of the evaluation, managing the evaluation process, including the identification and selection of the evaluation team and assuring the evaluation process and the final product complies with the highest standards in evaluation. It will include the following activities: revising and approving this Terms of Reference (ToR), coordinating and managing the evaluation process and identifying an evaluation team. The EMG would be supported by a joint Secretariat (Ministry of Foreign Affairs and the UN Resident Coordinator's Office).

To ensure the compliance of the country-led evaluation with international quality standards, the EMG will be supported by an external advisory panel. The panel will enhance the quality of the country-led evaluation by reviewing all deliverables, including terms of reference, inception reports, draft and final evaluation reports.

6.2 Secretariat

The Secretariat will be supporting EMG in the implementation of the evaluation. The Evaluation Secretariat will be co-chaired by the designated focal points from the Ministry of Foreign Affairs and the UN Resident Coordinator's Office with the administrative support of their respective offices. The responsibilities of the Secretariat are to:

- Support the implementation of the evaluation as defined by the EMG

- Act as liaison between the EMG and the evaluation team

- Manage the evaluation budget under the guidance of the EMG

- Support the selection process of the evaluation team

- Facilitate the work of the evaluation team by ensuring that all relevant information and contacts are available

- Coordinate stakeholder workshops in consultation with the evaluation team and other evaluation related meetings, with responsibility for: drafting the agendas, indentifying materials for consultation and distribution and coordinating with participants

- Ensure the editing, publication and distribution of the evaluation report

- Perform any other technical and administrative duty as required

6.3 Evaluation Team

The evaluation team will be led by two international and one national recognized evaluator, and will include technical expert in the area of development and management. The team should be able to read and communicate in Portuguese and be familiar with the context of Cape Verde, or a similar development context.

The team leader should have following qualifications:

- Master's degree in international development, public administration, social science, evaluation or related field

- A minimum of 10 years of professional experience specifically in the field of evaluation of international development activities

- A track record of conducting various types of evaluations, including process, outcome and impact evaluations preferably in Cape Verde or at least in the West and Central African Region

- Knowledge and experience of the UN System and UN reform process

- Understanding of the development context of Cape Verde or of other DaO countries would be an advantage

- Excellent report writing skills

7. Methodology

7.1. Evaluation Methods

During the Inception phase, the team members will formulate in detail the methodology for the evaluation. The evaluation will be informed by the key methodological principles below:

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- The evaluation is formative and forward looking and will focus on the process aspects of the DaO initiative;

- The evaluations will adopt a highly consultative, iterative and transparent approach with stakeholders, consistent with the utilization-focused approach to evaluation;

- Triangulation of information and data across groups of stakeholders and individuals will be the key method to validate evidence, throughout the whole evaluation process; and

- The evaluations will strictly adhere to the UN Evaluation Group Norms & Standards.

The evaluations will use a wide range of methods and tools, fine-tuned to the national context and to the evaluation questions and in consultation with the EMG. They will preferably include some or all of the following, among others:

- Evaluation matrix relating evaluation issues and questions to evaluation criteria, indicators, sources of information and methods of data collection (inception phase);

- Mapping exercise of the main focus areas of the DaO work (inception phase);

- Desk review of reference documents (inception and data collection phase);

- Individual and group interviews with representatives from Government, Donors, UN Agencies, UN Resident Coordinator's Office, UN M&E Reference Group, Programme Management Team, Operations Management Team, Communication Group, One Fund Administrative Agent, and other key stakeholders (both during inception and data collection phase);

- Checklists or semi-structured interview protocols for each type of interview;

- Establishment of historical causality: a time-line and narrative about the milestone events in the DaO process within the country (inception and data collection phase);

- Field observation and interviews with stakeholders at various levels (data collection phase);

- Thematic studies on specific areas of focus of the DaO process, as relevant and appropriate (data collection phase); and

- Debriefing session with the EMG.

8. Expected Deliverables

The evaluation team is expected to produce the following deliverables (all in Portuguese and English):

- an inception report outlining the evaluation team's understanding of the issues under evaluation including an evaluation framework and a detailed work plan;

- a presentation with preliminary findings to be shared in a meeting of stakeholders and, following revisions with the EMG;

- a first draft report for circulation among EMG for quality assurance and identification of factual corrections from stakeholders;

- a final evaluation report and presentation.

The basic table of content for the final evaluation reports should include minimally i) an executive summary, ii) introduction and rationale, iii) evaluation methodology, iv) country context, v) findings, vi) conclusions, lessons and recommendations, and vii) annexes.

9. Phases and Timeframe

The indicative time schedule is reflected below. The evaluation should take approximately six months, beginning in Mars 2010 and be completed by mid July 2010. It will entail:

- *Establishing the EMG*: The institutional arrangements to conduct the evaluation should be in place before starting the evaluation process. This phase may take approximately one week (mid Mars).

- *Finalize the ToR*: The Terms of Reference should be reviewed and approved by the EMG (mid March).

- *Select independent evaluation team*: The selection of the evaluation team is a critical success factor in the evaluation process. The consultants need to have a proven track record of objective and impartial assessment with the capacity to provide constructive feedback to both, the national government and the UN. A short list should be circulated among members of the EMG and these should be rated and ranked according to mutually agreed criteria. This phase could take five to five weeks (completed by end of April).

- *Initiation of the evaluation and Inception Report*: The first deliverable of the evaluation team is an inception repot. The inception report outlines the evaluation team's understanding of the issues to be addressed in the evaluation, the information available and the methods for data collection. It spells out the evaluation framework and a detailed work plan. This could take approximately one week after the evaluation team is hired and starts work (completed by 21-May).

- *Data collection*: The evaluation team will collect data through various means, including desk review, semi-structured interviews, focus group, surveys or field visits. This phase will be linkedged with the fallowing one.

- *Stakeholder meeting on preliminary findings*: After the data collection is finalized, a stakeholder meeting should be organized to present and validate preliminary findings. Participants of the stakeholder meeting should include but not be limited to the people interviewed and all relevant stakeholders in the country. This systematization could be done in a couple of weeks (completed by 04-June).

- *Draft report*: After the stakeholder meeting the evaluation team should present a first draft report to the EMG. This will take two weeks (completed by 25-June).

- *Review of draft report*: The EMG sends the report to the stakeholders for factual corrections and comments to the evaluators (by end-June).

- *Final report*: The evaluation team will update and finalize the report after receiving comments of the EMG (by 2-July).

- *Approval of report*: EMG will review the report for approval (by 9-July).

- *Publication of report*: After the report is received from the evaluation team, the EMG will send the report to print and make it available on public websites (by 16-July).

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