



# UNEG Evaluation of the Pilot Initiative for Delivering as One

## Evaluability Assessment Report on Cape Verde

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## Acronyms and Abbreviations

CCA	Common Country Assessment
CCPD	Common Country Programme Document
CPAP	Country Programme Action Plan
DaO	Delivering as One UN
ExCom	Executive Committee
FAO	Food and Agriculture Organization
GoCV	Government of Cape Verde
HLCP	High-Level Committee on Programmes
ILO	International Labour Organization
IOM	International Organization for Migration
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MoU	Memorandum of Understanding
NRA	Non-resident Agency
ODA	Official Development Assistance
RBM	Results-based Management
RC	Resident Coordinator
RDT	Regional Directors' Team
SC	Steering Committee
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference for Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDGO	United Nations Development Group Office
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group

UNEP	United Nations Environmental Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commission for Human Rights
UNICEF	United Nations Children’s Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNOCHA	United Nations Office of the Coordination of Humanitarian Affairs
UNODC	United Nations Office on Drugs and Crime
UNV	United Nations Volunteers
USD	United States Dollars
UNWTO	United Nations World Tourism Organization
WFP	World Food Programme
WHO	World Health Organisation

## Executive Summary

1. The evaluability mission in Cape Verde took place from 21-25 April 2008. The purpose of the mission was to assess the design processes to date, evaluate the strategic framework and the framework for monitoring and evaluation (M&E) of the Delivery as One UN (DaO) pilot, and to suggest ways to improve the quality of design of the pilot to facilitate effective evaluation of processes, results and impact at a later stage.
2. In the case of Cape Verde, there was a task added to the Terms of Reference, reflecting the particular situation: an evaluability study/evaluation of the Office of the United Nations Funds and Programmes in Cape Verde (Joint Office). This office had already been established by the four Executive Committee Agencies (ExCom) in Cape Verde in January 2006. The four organizations are working as a Joint Office with One Common Country Programme Action Plan (CPAP), One Budget (one set of business practices), One Representative, and sharing One Office.
3. Given the short period of time during which the Joint Office has been operational (since 2006), the evaluability study/evaluation of the Joint Office could not assess the effectiveness of its operations, that is to what extent and in what ways results have been achieved in the areas of mandates and competencies of the participating agencies. However, an attempt has been made to assess whether the design of operations will allow for measurement of results at a later stage (the existence of results-based management (RBM) and monitoring, evaluation and reporting systems) and to determine whether adequate administrative and financial systems are in place to achieve results.
4. The following methods were applied to compile this report: desk review; individual and group interviews with representatives of the Government of Cape Verde (GoCV), UN organizations (ExCom, specialized, resident agencies and non-resident agencies),<sup>1</sup> donors in country and civil society organizations; and two structured mail surveys—one to UN organizations already active and potentially involved in the One Programme in Cape Verde (non-resident agencies [NRAs] and ExCom) and another to all Joint Office staff<sup>2</sup>.

## Main findings

5. In November 2006, the GoCV reiterated its commitment to continue with UN reform by asking to become one of the (eight) pilot countries for implementing the DaO concept<sup>3</sup>. The basic rationale of the request of the GoCV to be a DaO pilot is the desire to have full access to the mandates, resources and expertise of all agencies of the UN system, including specialized agencies and other entities that are non-

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<sup>1</sup> Interviews were conducted in Praia, Cape Verde and in Dakar, Senegal including with representatives of two ExCom agencies and three NRA.

<sup>2</sup> The response rate to the survey addressed to ExCom agencies and NRA was relatively low, as only two out of the four ExCom agencies and three NRA returned completed questionnaires.

<sup>3</sup> Ministry of Foreign Affairs, Cooperation and Communities, 'Government Report Results Of First Year Of Delivering As One UN in Cape Verde', 2007, page 2.

resident in Cape Verde. Cape Verde's interest in attracting NRAs has been linked to its graduation to the status of middle income country.

6. A Steering Committee (SC) was institutionalized in October 2007. It is composed of eight members: the UN Resident Coordinator [RC], one NRA, one resident agency, Minister of Foreign Affairs, Director-General of International Cooperation, General Director of Planning, a representative of Capverdian Association of Municipalities, and a representative of civil society. It is co-chaired by the Minister of Foreign Affairs and the RC. The Terms of Reference for the SC were finalized after the SC meeting on 28 January 2008.

7. At the time of the mission, the One Programme Document was still in a draft form and the One Budgetary Framework was in a first draft stage. The government and the UN organizations involved were in the process of reviewing the draft document. The RBM and M&E system had not yet been designed. The One Programme Document and One Budgetary Framework were key components lacking to institute DaO,<sup>4</sup> although significant progress had been made with the One Leader and One Office. The overall intent of the One Fund, proposed within the One Budgetary Framework of the One Programme, is considered a new financial mechanism through which to respond to newly emerging national priorities. The One Programme and the financial instruments are not meant to cover all contributions of the UN system to Cape Verde.

8. The One Programme Document builds on the priorities set out in the UN Development Assistance Framework (UNDAF) and CPAP (2006–2010), and include four thematic pillars, in line with GoCV priorities: governance, economic growth, the environment, and human capital. In addition to the substantive areas on which the One Programme focuses, there are five cross-cutting areas to be integrated throughout: gender, capacity Development, human rights, communication for development, and the fight against HIV/AIDS. The thematic pillars encompass 10 sub-programmes, also called 'clusters', which will be jointly carried out by the GoCV and the UN organizations. Three NRAs will assume the role as cluster leads, while the remaining leads are ExCom agencies.

9. Whereas the UNDAF was signed in July 2005 by six agencies—the four ExCom agencies, FAO and WHO—19 agencies have expressed interest in participating in the One Programme. The following agencies are now involved: ILO, IOM, ITU, FAO, UNAIDS, UNCTAD, UNDP, UNEP, UNESCO, UNFPA, UN-HABITAT, UNHCR, UNICEF, UNIDO, UNIFEM, UNOCHA, UNODC, WHO and WFP<sup>5</sup>.

## Joint Office

10. Overall, the mission took notice of the overwhelmingly positive satisfaction levels from the GoCV. In addition, the Government has a proactive role in ensuring that the JO model continues to evolve. Given the clear leadership and ownership of the GoCV - represented mainly by the Ministry of Foreign Affairs, but with participation of line Ministries and of civil society - the inclusiveness in the JO process is clearly visible.

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<sup>4</sup> UNCT, RC Office, 'Delivering as One in Cape Verde', Concept Note for Discussion, May 2007, page 5.

<sup>5</sup> These organizations are spelled out in full in the list of Acronyms and Abbreviations.

11. The RC is formally accredited as Representative of UNDP, UNFPA, UNICEF and WFP in addition to his or her function as RC. The former RC actively represented all four ExCom agencies and all the organizations at official meetings and during occasions where a specific agency's mandate was promoted. National partners noted an increased coherence in key messages distributed by the UN system, highlighted the stronger visibility of agency mandates, and confirmed that there were satisfactory results in various areas.

12. Currently, the Joint Office is not a legal entity by itself. Each agency represented by the Joint Office continues to have its legal basis in the respective agreements of the agencies with the GoCV (Basic Cooperation Agreement/Standard Agreement). To formalize the agreements of the agencies among each other, a Draft of the Memorandum of Understanding (MoU) on the Establishment and Implementation of a Common Operating Platform in Cape Verde<sup>6</sup> has been in circulation for roughly 18 months, but it still has not been signed by the participating organizations—UNDP, UNFPA, UNICEF and WFP.

13. In the debate on the MoU among ExCom agencies, the suggestion was made that the RC would be seconded in his or her task of representing the individual agencies, by Assistant Representatives or Focal Points within the Joint Office, who could be selected among senior national staff of the Joint Office. The evaluability assessment mission endorses this recommendation to appoint Assistant Representatives or Focal Points with clear links to the four ExCom agencies who would support the RC in his or her tasks at a technical level. These officers could also play a major role in improving reporting on results as expected by ExCom agencies at regional and Headquarters levels and make technical and other resources of the different agencies available to Cape Verde.

14. The evaluability study/evaluation concerning the Joint Office could not assess the results of the approach in the areas of mandates and competence of the participating agencies. Reporting on programmatic results was somewhat deficient, which resulted in insufficient communication to regional and global offices of ExCom agencies. This is partly linked to the incompatibility of the software ATLAS<sup>7</sup> with certain programme results, lack of familiarity of some programme staff with ATLAS, and lack of access to ATLAS in regional offices and Headquarters of ExCom agencies apart from UNDP. A solution may be that, in addition to ATLAS and the Joint Office annual report, the national staff must provide other reports, increasing the burden to an already heavy workload.

15. Concern was expressed about how financial disbursements from the ExCom agencies were repeatedly late, resulting in numerous adverse effects. Specifically, the lack of predictability and punctuality of funding flows was commented on by most national partners and confirmed by Joint Office

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<sup>6</sup> 'Memorandum of Understanding on the Establishment and Implementation of a Common Operating Platform in Cape Verde or 'Office of the UN Funds and Programmes in Cape Verde' for the World Food Programme, the United Nations Population Fund, the United Nations Development Programme, and the United Nations Children's Fund', draft dated 29 January 2008, Article 3, Paragraph 1. Revised version based on comments from UNDP, UNFPA and UNICEF and 'The Status—Memorandum Of Understanding (MoU) of Common Operating Platform in Cape Verde', Version, 29 January 2008.

<sup>7</sup> ATLAS is the Enterprise Resource Planning system, PeopleSoft supported by the Management Support Centre located at the UNDP Bratislava Regional Center, Slovak Republic. It serves the UNDP Country Offices in Europe, Commonwealth of Independent States (CIS), Arab States and Africa.

staff members. Late disbursements have placed a strain on the government's ability to perform, demanding a high workload in a short time period; caused some activities to be partially or completely disrupted; and sometimes led to a less than anticipated budgetary amount in the national currency (since programme budgets are estimated in U.S., dollars which were devaluing consistently during the period under review) and subsequent shorter project duration.

16. National staff association representatives raised other related concerns about career prospects, future learning opportunities in the UN system, and limited access to staff association networks of the different ExCom agencies. Most importantly, many raised questions about the legality of their labor contracts. While all have legal, UNDP-contracts, there is a need to ensure high quality human resource management in the Joint Office. This context has implications on staff ownership of DaO and therefore the evaluation scheduled in 2009-2010.

17. The necessary support from the Regional Directors' Team (RDT) and the global level include solving pending issues, such as the conclusion of the MoU, timely disbursements, technical support, and granting access to the intranet<sup>8</sup> and technical resources. The onus of improvement is primarily at levels above the Joint Office. A clearly outlined form of institutionalized collaboration and regular internal communication from the RDT and Headquarter offices is warranted. As greater attempts are made to involve non-resident and specialized agencies to support the DaO, the need to establish formal, institutional links and contact is impending.

## **Evaluability of DaO and recommendations**

18. The UNDAF and Common Country Programme Document (CCPD) correspond with national priorities and the frameworks are responsive to Cape Verde's current and emerging needs. The programme components of the CPAP conform to those outlined in the UNDAF and national priorities and are grounded in maximizing the four agencies' comparative advantages. The mandates of the four ExCom agencies have been thematically integrated in the design of the Joint Office as reflected in the UNDAF, CCPD and CPAP. However, while there is consensus around an overall strategic intent of the CPAP, in some cases, this intent lacks a common vision around which all four UN organizations (and in the future all UN organizations that are part of DaO) could converge.

19. The One Programme with its thematic pillars and sub-programmes reflects strategic thinking, responsive programming, and alignment with national priorities. The UN Country Team (UNCT) will need to develop a clear vision statement and strategy regarding the 'strategic intent' of the overall design and clearer criteria for the clusters. In this context, efforts in mainstreaming the cross-cutting issues should be analysed as well.

20. A RBM and M&E system with specific, measurable, achievable, relevant and time-bound (SMART) indicators and outcomes is urgently needed. These will facilitate a substantive and high-quality programme implementation and the evaluation process in 2009-2010. In addition, a coherent logic underlying the four thematic pillars is required. Without an M&E system and baselines, indicators and

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<sup>8</sup> The staff of the Joint Office have recently been granted access to the intranet of UNFPA.

means of verification in place, it will be difficult for the process evaluation team at midterm to carry out their work.

21. The involvement of a large number of agencies in the One Programme in country and the relationship between Joint Office, ExCom agencies and NRAs appears to be a sensitive issue. Cape Verde needs to have access to the full range of mandates, resources and expertise of the UN system. In course of the implementation of the One Programme, the GoCV might have to demonstrate a greater selectivity of NRAs in line with national needs and priorities.

22. With the growing number of NRAs, the RC will increasingly have to assume the core task of representing the whole UN system. This may limit his or her ability to adequately represent the four ExCom agencies. Given the relationship and sensitivity between Joint Office, ExCom agencies and NRAs, the issue of the RC representing the whole UN system will have to be carefully navigated and appropriate agreements and understanding created ahead of this taking place. It is recommended that the RC be seconded by Assistant Representatives or Focal Points who take care of business related to the ExCom agencies and who should be represented in the expanded UNCT. These could be heads of units in the Joint Office who are mostly national officers.

23. A Code of Conduct document setting out the role and responsibility of the RC *vis-à-vis* an enlarged UNCT of One Programme should be drafted, endorsed, and applied consistently. The composition of the UNCT should also be reviewed. The core UNCT should comprise heads of UN organizations, both resident and non-resident, with decision-making power. In this core UNCT, the RC should continue to formally represent the ExCom agencies. An expanded UNCT, should also comprise the Assistant Representatives or Focal Points of the Joint Office for the discussion of technical matters.

24. The current NRA Coordination Analyst is a national staff's post. The classification may be insufficient to fulfill the instrumental role of negotiating technical and financial assistance between senior officials from the GoCV and NRAs. The role of the NRA Coordinator Analyst needs to be clearer and more prominent under the One Programme implementation process. Since the proportion of NRA activities are expected to increase over time under the One Programme, there is also a greater need to institutionalize contact.

25. An economist or financial analyst with in-depth knowledge of the UN system should be one of the evaluation team members in 2009/2010. The evaluation should introduce indicators and evaluation criteria such as ratio overhead cost to programme cost (management budget in relation to programme budget).

26. As the RBM and M&E system is a particular weak area in the One Programme draft so far, special attention has to be paid and time and resources should be invested. This involves the following aspects:

- a. An intervention logic interlocking the different levels—policies, programmes and projects related to the four thematic pillars related to the GoCV priorities—should be established, with a vision statement, SMART objectives and indicators, sources of verification and risks. This would demonstrate how to put in place a system to monitor and evaluate truly joint, interagency and inter-ministerial programmes.

- b. An aspect often neglected is setting aside funds for the design of the M&E system as well as for the implementation and running of M&E. Funds could be pledged through the transformation fund, as introducing M&E as good practice is part of change management. The latter could be included into budgets attached to outputs in the output and resources matrix as a percentage (3 percent to 5 percent of the programme budget is typically recommended).
- c. The M&E system should be in line with national systems. A small working group on M&E should be established with the GoCV, in particular with the Ministry of Finance and the Institute for Statistics, to work jointly on the design. Agencies that have specialized M&E experience or are involved in the implementation of the joint projects should be involved. This approach needs buy-in from the Headquarters of the involved agencies, as it is likely that an increased effort and human resources will be required.
- d. The M&E committee proposed in the One Programme Document should be put in action, with Terms of Reference, concrete milestones in development of intervention logic and a monitoring system according to state-of-the-art practice.

## A. Introduction

### Background

27. In November 2006, the Secretary-General's High-level Panel on System-wide Coherence in the Areas of Development, Humanitarian Assistance and the Environment published a report that put forward a comprehensive set of recommendations, including the establishment of One UN pilots at the country level, with One Leader, One Programme, One Budget, and where appropriate, One Office. The recommendations were grounded in General Assembly Resolution 59/250 adopted in 2004 that provided guidance for increased coherence, effectiveness, relevance and efficiency of the UN system at the country level, including the establishment of Joint Offices, rationalization of UN country presence and simplification and harmonization of administrative and financial procedures.

28. The recommendations to establish pilot initiatives at the country level were met with interest in the UN system. By the end of December 2006, eight governments had expressed interest in joining this initiative: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam. The Deputy Secretary-General and the chair of the United Nations Development Group (UNDG) committed support to these pilots and considered a rapid increase of the number of pilots as from 2008<sup>9</sup>.

29. Following discussions by the High-level Committee on Programmes (HLCP) on 20-21 March 2007, during the Chief Executives Board in its meeting in Geneva, Switzerland on 20 April 2007, called on the United Nations Evaluation Group (UNEG) to undertake an evaluation of the pilots that would focus on progress, to be followed at a later date by an evaluation of results and impact<sup>10</sup>. Subsequently, the UNEG proposed a three-phase approach: an assessment of the evaluability of DaO by March 2008 at the country and UN systemic levels; an independent process evaluation of the pilot experience to be completed by September 2009<sup>11</sup>; and an independent evaluation of the results and impacts of the pilot experience by September 2011.

### Objectives and purpose of the mission

30. The evaluability study of the DaO pilot initiatives is a technical assessment of the basic parameters that will make it possible to evaluate fully, at a later stage, both the results of the pilots and the processes that led to those results. The parameters comprise the following:

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<sup>9</sup> An informal process of consultations among Member States took place during the 62<sup>nd</sup> Session of the General Assembly and will continue during the 63<sup>rd</sup> Session. A majority of member countries opposed a rapid expansion of the process.

<sup>10</sup> The exact phrasing was "called upon UNEG to urgently establish the substantive parameters and process for the evaluation of pilots, and requested to be kept fully informed of progress."

<sup>11</sup> The Synthesis Report due in September 2009 will contribute to the preparation of the Triennial Comprehensive Policy Review in 2010.

- a. Quality of the design for the achievement of results, that is the existence of clear objectives and indicators to measure results at a later stage.
- b. Initial appraisal of processes for the optimal involvement of relevant national and international stakeholders (including the governments of recipient countries; civil society; the private sector; UN funds, programmes and specialized agencies; and external aid agencies).
- c. Existence of adequate sources of information to assess the achievement of results and indicators as well as of the required processes.
- d. National ownership and leadership in the evaluation process, and identification of independent and credible evaluators in pilot countries who can be involved in the evaluation of process and results of the DaO pilots at a later stage.

31. In case of the Cape Verde pilot, a task was added to the Terms of Reference reflecting the particular situation of Cape Verde: an evaluability study/evaluation of the Joint Office. The Joint Office had already been established by the four ExCom agencies in Cape Verde in January 2006. The four agencies are working as a Joint Office with One Common Country Action Plan, One Budget (one set of business practices), One Representative, and sharing One Office.

## **Mission dates and team composition**

32. The evaluability mission in Cape Verde took place from the 21-25 April 2008 (one team member had started data collection and setting up the interview schedule from 14 April 2008). The purpose and objectives of the mission commissioned by UNEG are in the Terms of Reference in Annex 1. The independent evaluability assessment team comprised two senior staff members of evaluation units of UN organizations, Mr. Backson Sibanda of UNODC and Mr. Lucien Back of UNICEF, both representing UNEG, and two external senior consultants, Ms. Monika Zabel and Ms. Tristi Nichols.

## **Methods and realized mission programme**

33. The following methods were applied to compile this report: desk review; individual and group interviews with representatives of the GoCV, UN organization representatives (ExCom, specialized, resident and non-resident agencies), donors in country, and civil society organizations; and two structured mail surveys, one to UN organizations already active and potentially involved in the One Programme in Cape Verde (NRA and ExCom agencies) and another to all Joint Office staff. Annex 2 includes the mission programme; Annex 3, the list of interviewees; and Annex 4, the survey questionnaires.

34. The mission started with briefings with representatives of the GoCV, including the Ministry of Foreign Affairs and the Ministry of Finance as well as a significant number of line ministries working with UN organizations. Initial briefings also took place with the RC and the staff of the Joint Office. On the last day of the mission, the assessment team conducted three debriefings for the RC, Joint Office management and the UNCT; all the Joint Office staff; and the GoCV, represented by two members of the Ministry of Foreign Affairs, Cooperation and Communities. All presentations included preliminary findings and recommendations.

35. The mission dates coincided with the formal start of duty of the new RC in Cape Verde. The RC embraced the opportunity to accompany the assessment team in the majority of the meetings to learn about the perceptions of the interviewed counterparts.

36. Overall, the mission completed the interview programme as anticipated. However, the return rate of the surveys was less than expected: two questionnaires were returned by regional offices of ExCom agencies represented in the Joint Office<sup>12</sup>, and 8 out of 32 questionnaires were filled out by Joint Office staff members.

37. In Cape Verde, the four ExCom agencies are represented by the Joint Office – the “Office of the United Nations Funds and Programmes in Cape Verde” - and no longer at agency level. Currently, only two non-ExCom agencies are fully represented in Cape Verde, WHO and FAO. UNODC has a local antenna. In order to capture the perception of the UN organizations not present in Cape Verde, two assessment team members conducted interviews at the regional offices of the ExCom agencies, and some of the NRAs in Dakar, Senegal, prior to arriving in Cape Verde. The interviewed agencies in Dakar were ILO, UNESCO, UNICEF, UNODC and WFP.

## Acknowledgements

38. The team would like to thank the GoCV, represented by the Ministry of Foreign Affairs, Cooperation and Communities, the Ministry of Finance (General Directorate for Planning) and line ministries as well as the representatives of civil society organizations and donor countries for the views shared with the team. The team express great thanks to the UN RC, Ms. Petra Lantz, and the entire team of the Joint Office for the support provided prior and during the mission to Cape Verde. The former UN RC, Ms. Patricia de Mowbray granted a telephone interview and provided valuable additional documentation. Many thanks as well to all UNCT members, the staff of the Joint Office and other UN organizations who participated in interviews and surveys.

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<sup>12</sup>UNICEF and UNFPA.

## B. History, context and scope of the Joint Office and DAO

### History

39. Cape Verde is an archipelago with an area of 4,033 square kilometres comprised of 10 islands, 9 of which are inhabited. Cape Verde lies between the North and South Atlantic, approximately 500 kilometres from the coast of Senegal.

40. Estimates in 2008 indicate that Cape Verde's population is roughly 426,998 people,<sup>13</sup> with an average population growth rate of 2.4 percent per year. The urban population is 53.7 percent of total population estimates. Fifty-four percent of the country's inhabitants live on the island of Santiago, and the capital, Praia, accounts for a quarter of the population. There is an ongoing process of demographic transition, reflected in a reduction in the total fertility rate from 7.1 children per woman in 1979-1980 to 3.17 children in 2005<sup>14</sup>.

41. In 2004, the government adopted the Growth and Poverty Reduction Strategy Paper, which elaborates the development strategy for 2004-2007, based on five key pillars: promoting good governance, reinforcing effectiveness and guaranteeing equality; promoting competitiveness to support private-sector led growth; fostering human capital development; improving infrastructure and land use management; and strengthening social security and solidarity<sup>15</sup>.

42. The United Nation's Common Country Assessment (CCA), in preparation of the UNDAF for the period 2006-2010, identified progress in securing civil, political, economic and social rights as well as good prospects of achieving the Millennium Development Goals (MDGs) by 2015<sup>16</sup>.

43. With gross domestic product equivalent to USD 2,100 per inhabitant in 2005<sup>17</sup>, Cape Verde's record of growth and development is unmatched in sub-Saharan Africa. Real gross domestic product growth per inhabitant averaged 3.9 percent a year from 1992 to 2000, and slightly more than 2.5 percent in the period 2000 to 2004. The human development indicator increased from 0.587 in 1990 to 0.736 in 2005, which gives the country a rank of 102 out of 177 countries<sup>18</sup>. In addition, the proportion of those living in absolute poverty declined from 49 percent in 1989 to 36.7 percent in 2002, despite a growth in inequality, indicated by the increase in the Gini coefficient, from 0.43 in 1989 to 0.57 in 2002<sup>19</sup>.

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<sup>13</sup> Available online at <https://www.cia.gov/library/publications/the-world-factbook/print/cv.html>, July 2008 estimate.

<sup>14</sup> Available online at [www.cia.gov/library/publications/the-world-factbook/print/cv.html](http://www.cia.gov/library/publications/the-world-factbook/print/cv.html).

<sup>15</sup> Republic of Cape Verde, 'Growth and Poverty Reduction Strategy Paper (GPRSP)', September 2004, page 49.

<sup>16</sup> Draft Common Country Programme for Cape Verde (2006-2010), DP/DCP/CPV/1, 4 August 2005, paragraph 2.

<sup>17</sup> World Bank, Report Number: AB3450, 12/2007.

<sup>18</sup> Available online at [http://hdrstats.undp.org/countries/country\\_fact\\_sheets/cty\\_fs\\_CPV.html](http://hdrstats.undp.org/countries/country_fact_sheets/cty_fs_CPV.html).

<sup>19</sup> Republic of Cape Verde, 'Growth and Poverty Reduction Strategy Paper (GPRSP)', September 2004, page 40.

44. Cape Verde has met two of the three criteria for graduating from the least developed countries list in 1994, 1997 and 2000, and again when the list was last reviewed in 2004. Cape Verde was expected to graduate from the least developed country status in January 2008. Specifically, the country's "successful public programs, increased access to education and healthcare, pav[e] the way to Cape Verde's graduation to middle income status"<sup>20</sup>. Cape Verde is on track to meet the MDGs due to its high growth and strong performance on several social indicators, including income per head and human capital.

## **UN development system and other forms of external aid or partnership fora**

45. The ODA for 2003 in Cape Verde was USD 144 million. The top three donors were Portugal, the International Development Association of the World Bank and the European Community<sup>21</sup>. Donors support Cape Verde with funds and technical assistance in five key areas of development: good governance; economic growth and employment; human capital; social system protection; and infrastructure and environmental protection.

46. An MoU was signed on December 2006 between the GoCV and six budget support partners—African Development Bank, Austria, European Commission, the Netherlands, Spain and the World Bank. The main objective of this MoU is to harmonize donor partners' budget support programs, reinforcing the cooperation between the government and its development partners to increase the efficiency of external aid while supporting the institutional development and improved governance of the Republic of Cape Verde.

47. Budget support accounts for 22 percent of the ODA, with expected increase in future. Fifty percent of the ODA is contributed by bi-lateral donors. Donor support accounts for 14 percent of the gross national product of Cape Verde.

48. The Platform of Cape Verdean Non-governmental Organizations is the sole interface that the Joint Office has with civil society. Established in 1996 and with a membership of roughly 222 organizations, the Platform provides the mechanism through which to access civil society perspectives. Specifically, the Platform of Cape Verdean Non-governmental Organizations represents, markets, and facilitates contact with non-governmental organizations working in social and economic development sectors, including AIDS, children, the elderly, the environment, gender, and micro-credit.

## **Relationship between CCA, CCPD, UNDAF, CPAP and One Programme**

49. The Government's Growth and Poverty Reduction Strategy Paper was conducted in 2004. A CCA took place in 2005 that was used to prepare for the UNDAF 2006-2010. The current UNDAF's

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<sup>20</sup> World Bank, Report Number: AB3450, 12/2007.

<sup>21</sup> United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and the Small Island Developing States (UN-OHRLLS), available online at [www.unohrlls.org/en/orphan/73/](http://www.unohrlls.org/en/orphan/73/), September 2006.

priority areas, or pillars, were developed in response to and subsequently mirror, those outlined in the government's Growth and Poverty Reduction Strategy Paper: democratic governance, the fight against poverty, environmental preservation, human capital, and social protection. This UNDAF draws on the past efforts of four UN organizations that took part in the Joint Office model UNDP, UNICEF, UNFPA, and WFP. Since 2002, these four UN organizations "accumulated notable experience while promoting and protecting human rights." For example, access to basic social services was facilitated by UNFPA, UNICEF, and WFP in the areas of education and health. UNICEF and UNDP also worked in complementary roles in the areas of water, sanitation and hygiene. Efforts to combat HIV/AIDS were the object of interventions of UNDP, UNFPA, and UNICEF through prevention, protection, and treatment and the diffusion of analyzed socio-demographic data<sup>22</sup>. Overall, the framework highlights the need for a multi-sectoral approach to respond to Cape Verde's new priorities and calls for a broad base of strategic partnerships.

50. The Common Country Programme Document (CCPD) for 2006-2010, was prepared in a participatory manner with government and civil society representatives<sup>23</sup>. The CCPD was formally endorsed by the Regional Directors of the participating agencies and approved by their respective Boards. Both the UNDAF and the CCPD were drafted within the same time-frame.

51. The CPAP covers the period from 2006-2010. Its programme components conform to those outlined in the UNDAF and to the national priorities, including governance, economic development, the environment, and human capital.

52. The CPAP has a strategic intent, presenting a "consolidation of the results [and] interventions of the [four] agencies where they have comparative advantages. Namely, they are the i) reinforcement of partnership, advocacy, and resource mobilization ii) information, education and communication for behavior[al] change, [and] iii) reinforcement of national capacities"<sup>24</sup>.

53. Additionally, the CPAP includes a partnership strategy with the government and bi-lateral and multi-lateral organizations, among other partners, reinforcing South-South cooperation and strategic links with NRAs. Each programme component includes sub-components and corresponding projects.

54. The CPAP specifies results (expected outcomes and products) and corresponding targets and indicators against which to measure progress. To reach and support the results, the targets are further detailed in Annual Work Plans, which are jointly formulated by the government and the four Joint Office programme units. Further, the Annual Work Plans for each programme component have an MoU signed by all relevant implementing partners and by the Ministry of Foreign Affairs, Cooperation and Communities, the Directorate General of Planning, and UN organizations.

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<sup>22</sup> 'Country Programme Action Plan (CPAP) Cape Verde, 2006-2010', page 10, paragraph 3.1-3.2.

<sup>23</sup> UNDAF Cape Verde, 'Plan Cadre des Nations Unies pour L'Aide au Developpement—2006-2010', July 2006, page 7, paragraph 2.

<sup>24</sup> 'Country Programme Action Plan (CPAP) Cape Verde, 2006-2010', page 15, paragraph 4.2.

## **One Programme**

55. In November 2006, the GoCV reiterated its commitment to UN reform by asking to become one of the pilot countries for implementing the DaO<sup>25</sup>.

56. The One Programme includes four substantive areas: governance, economic growth, the environment, and human capital. In addition to the substantive areas, there are five cross-cutting areas to be integrated throughout: gender, capacity development, human rights, communication for development, and the fight against HIV/AIDS. Three thematic groups already existed before the One Programme and therefore continue to ensure that gender, the fight against HIV/AIDS, and MDGs are integrated throughout.

57. One Programme in Cape Verde consists of several priority areas as well as newly emerging 'vulnerability issues', where NRAs serve as instrumental partners to the government. They include youth, employment, gender, security, drug trafficking, and migration. The One Programme includes 10 sub-programmes, also called clusters, which will be jointly carried out. Three NRAs serve as cluster leads, while the remaining leads are ExCom agencies. There are 18 outcomes, 14 of which are already being carried out through the 2006-2010 UNDAF.

58. At the time of the mission, the One Programme Document was still in a draft form and being reviewed by the government and the UN organizations involved. The One Programme Document and One Budgetary Framework are key components lacking to institute DaO<sup>26</sup>, although significant progress has been made with the One Leader and One Office. The overall intent of the One Fund (or Transition Fund), proposed within the framework of the One Programme, is considered a new financial mechanism through which to respond to newly emerging national priorities. The One Programme and the financial instruments are not meant to cover the totality of contribution of the UN system in Cape Verde.

## **Operational issues**

59. Two countries were initially identified and approved for the Joint Office model pilot: Cape Verde and the Maldives. Due to the Indian Ocean Tsunami in 2004, the pilot was not implemented in the Maldives. Both countries were selected because they shared common characteristics that made them particularly suitable as Joint Offices. These characteristics included limited UN presence<sup>27</sup>, progressive achievement on a number of social development indicators, and imminent graduation from least developed country status. Most importantly, both countries provided a stable and proactive political environment upon which to advance the new reform initiative. In Cape Verde, a cost-benefit analysis was carried out in 2004 that considered four Joint Office options. One of the primary justifications for the Joint Office model was the representation of all four participating agencies by one RC, and the most

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<sup>25</sup> Ministry of Foreign Affairs, Cooperation and Communities, 'Government Report Results of First Year of Delivering as One UN in Cape Verde', 2007, page 2.

<sup>26</sup> UNCT RC Office, 'Delivering as One in Cape Verde', Concept Note for Discussion, May 2007, page 5.

<sup>27</sup> Both offices had more than one United Nations Executive Committee agency present, however.

economical scenario anticipated an annual savings of approximately USD 500,000, which included a “unified UN image and coherent approach vis-à-vis government, donors and other partners”<sup>28</sup>.

60. The Office of the United Nations Funds and Programmes in Cape Verde, or the “Joint Office”, was officially launched in January 2006. The Joint Office in Cape Verde included the adoption of a “Support Agency” model, in which the integration of business practices at the country office level would be managed by UNDP<sup>29</sup>.

61. Currently, the Office of the United Nations Funds and Programmes in Cape Verde is not a legal entity by itself. Each agency represented by the Joint Office continues to have its legal basis in the respective agreements of the agencies with the GoCV (Basic Cooperation Agreement/Standard Agreement). To formalize the agreements of the agencies among each other, a draft MoU on the Establishment and Implementation of a Common Operating Platform in Cape Verde has been circulated for roughly 18 months but still has not been signed by the participating agencies (UNDP, UNFPA, UNICEF and WFP).

62. There has been some discussion as to whether the four ExCom agencies should have their own Focal Points (also termed ‘Assistant Representatives’) within the Joint Office. UNODC, which has an office with five staff based in the Joint Office who are supervised by UN RC, feels that UNODC should also have a focal point or Assistant Representative given the volume of activities being undertaken by the organization in Cape Verde and the recognition given by the GoCV to UNODC contributions.

63. In addition to organizing the senior staff matrix, it was necessary to integrate all staff from the four ExCom organizations into one cohesive team. In October 2005, two different human resources options were considered to harmonize national staff contracts within the Joint Office: job matching, under which staff would be assigned to corresponding positions in the new structure; and job fair, under which all staff posts were abolished and only current staff bearing 100 series contracts<sup>30</sup> was eligible to apply for advertised posts through an open, competitive process. The UNDG Change Management mission team recommended in September 2005 that the job fair approach would be used and the UNDG Management Group agreed<sup>31</sup>.

64. The job fair took place in March 2006, and competency-based selection and interview processes were conducted by an inter-agency team composed of two representatives from each ExCom organization. The inter-agency team was divided into two panels, focusing on operations and programme<sup>32</sup>. Initially, 52 posts were advertised, and at the end of the job fair process, a total of three

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<sup>28</sup> UNDG, ‘Cape Verde: The First Joint Office Pilot Lessons Learned’, 31 May 2006, page 3. The cost-benefit analysis from UNDG states potential savings of USD 500,000 by selecting “Option Four”.

<sup>29</sup> UNDG Management Group minutes of 14 October 2005.

<sup>30</sup> 100 series contracts are for fixed term professional staff on established posts, Junior Professional Officers and the Special Service Agreement contract holders were not allowed to participate in the contest.

<sup>31</sup> UNDG Management Group meeting minutes of 14 October 2005, section D 9: *Posts will be filled through an open, competitive, competency-based process through the “job fair modality.”*

<sup>32</sup> Terms of Reference for Appointment and Promotion Panel, Cape Verde Joint Office, Job Fair, March 2006.

persons did not continue. In April 2006, national staff contracts were replaced with new harmonized contracts issued by the Head of the Joint Office following the rules and regulations of UNDP<sup>33</sup>. Staff is legally employed by UNDP, whereby return rights to the agency of origin is only reserved to international staff<sup>34</sup>. The entire staff harmonization process occurred from February through May 2006.

65. In order to harmonize common services (common premises, finance, human resources, information and communications technology, joint travel and procurement), the creation of different inter-agency teams at Headquarters and in Cape Verde took place in 2005<sup>35</sup>. There were nine working groups at Headquarters level (which also included a SC) and six working groups in Cape Verde. Finally, a Senior Advisor was appointed to the Joint Office Working Group within UNDG whose duties included developing an accountability framework for the Head of the Joint Office, ensuring follow-up of recommendations prepared by working groups, and briefing the teams in Cape Verde and Headquarters on decisions<sup>36</sup>.

66. It took roughly one year to harmonize all common systems (finance, human resources, information and communications technology, and procurement). The decrease of costs associated with the reduction from six to three international posts was well documented. One of these posts, the operations deputy is still vacant. In addition, costs linked to institutional changes, or investment and transition costs, such as staff training in ATLAS, Inter-Agency Interview Team and Change Management missions, and support from UNDG, were documented

## **Added dimensions with DaO**

67. The DaO in Cape Verde builds on the achievement of the Joint Office with the existence of the One Office, the institution of the One Leader and the common set of business practices.

68. The basic rationale of the request of the GoCV to be a DaO pilot is the desire to have full access to the mandates, resources and expertise of all UN organizations, including specialized agencies and other entities that are non resident in Cape Verde. Cape Verde's interest in attracting NRAs has been linked to its graduation from the status of least developed countries.

69. The Cape Verde UNCT consisted of the RC (representing the Joint Office and the four ExCom agencies) as well as resident agencies FAO and WHO. Under DaO, the UNCT may be expanded to include a Deputy Representative and/or Assistant Representatives or Focal Points for all ExCom agencies as well as representatives of NRAs in addition to FAO and WHO. While there are no NRA representatives in Cape Verde, except for the UNODC staff who are based at the Joint Office, the rest

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<sup>33</sup> Tuinenburg K, 'Review of Cape Verde Pilot Joint Office', final report, 16 February 2007, page 13, paragraph 24.

<sup>34</sup> Inter-Agency Mobility Accord, paragraph 4.5

<sup>35</sup> *Idem* footnote 33, page 18, paragraph 42.

<sup>36</sup> *Ibid.*, Chronology of events section at the end.

have regional offices based in Dakar, Senegal<sup>37</sup>. Further, there are three NRAs currently programming in Cape Verde that are located in other regions. They are International Strategy for Disaster Reduction (Nairobi, Kenya), UNCTAD (Geneva, Switzerland), and UNEP (Nairobi, Kenya).

70. Whereas the UNDAF was signed in July 2005 by six agencies (the four ExCom agencies, FAO and WHO, and the RC), 19 agencies have expressed interest in participating in the One Programme: ILO, IOM, ITU, FAO, UNAIDS, UNCTAD, UNDP, UNEP, UNESCO, UNFPA, UN-HABITAT, UNHCR, UNICEF, UNIDO, UNIFEM, UNOCHA, UNODC, WHO and WFP.

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<sup>37</sup> They are: ILO, IUT, UNAIDS, UNESCO, UN-HABITAT, UNHCR, UNIDO, UNFIEM, UNOCHA, UNODC. Another agency associated with the UN system is the IOM.

## C. Assessment of the Joint Office

### Expectations for the Joint Office

71. The government stocktaking report clearly indicates its support and “appreciation” for the Joint Office, and government national partners revealed strong satisfaction levels in interviews. The majority expressed how much easier it was to interface with only one representative for the four agencies. Some noted that procedures have become more flexible in accessing expertise from the United Nations and formulating coherent annual work plans. The Joint Office has enabled the government to articulate needs and facilitate access to financial resources, as it understands better the operations of the UN organizations. Fundamentally, efforts focus on one rather than several administrative procedures. However, the government also conveyed the strong message that there is room for improvement in the support to the initiative by the UN system at the regional and global levels, for example through improved harmonization and simplification of administrative and financial procedures, more adequate and timely disbursement of funds etc.

72. On the part of the United Nations, expectations of the Joint Office were mixed. National staff cited the benefits of working together in a coherent manner. National staff interviews and UNEG staff survey data indicated that initial expectations of the Joint Office process were positive<sup>38</sup>. However, the perception of being less consulted by Headquarters and senior management throughout the process prevailed. Inter-agency cooperation is complex, given that the MoU is still unsigned. Some staff noted limited access to technical resources from the different agencies, for example access to intranet systems, knowledge systems, and support from regional and global technical advisers. In addition, there is still no clear vision or consensus from the ExCom agencies, national staff, regional offices, or Headquarters about what the final Joint Office scenario should look like.

73. The former RC’s efforts to present a unified house as well as the national staff’s continued diligence to achieve programme results are remarkable. There is also significant support for the model from the donor side and the government. However, there is a lack of consensus among the ExCom agencies at regional and Headquarters level. National staff are not adequately supported by the Headquarters and regional levels. A successful Joint Office depends heavily on the full cooperation from and unified support of the Headquarters and regional offices.

### Quality of the design of the Joint Office and visibility of results

74. The UNDAF and CCPD correspond with national priorities and their frameworks are responsive to Cape Verde’s current and emerging needs. The programme components of the CPAP conform to those outlined in the UNDAF and national priorities and are grounded in maximizing the four agencies’ comparative advantages. The mandates of the four ExCom agencies have been thematically integrated in the design of the Joint Office as reflected in the UNDAF, CCPD and CPAP. However, there is consensus

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<sup>38</sup> A total of 8 out of 37 distributed survey templates were filled out and submitted to the UNEG mission. An additional staff survey from UNDP was used to substantiate findings in the report.

on an overall strategic intent of the CPAP, in some cases, this intent lacks a common vision around which all four UN organizations could converge.

75. The CPAP design, as it stands, sets clear limits to RBM and evaluability of the CPAP against criteria such as relevance and effectiveness. The programme design in the CPAP was incomplete - the objectives and the indicators were not sufficiently SMART and there was no monitoring system in place. At present, the monitoring system of the Joint Office is a mixed bag of different monitoring tools and approaches: field visits, financial reporting, and activity monitoring, mostly at project level. There is no monitoring system in place that continuously and consistently reports against objectives, at least at the level of the four thematic units of the Joint Office. The M&E officers confirmed that the Joint Office does not yet have an M&E plan.

76. The Joint Office acknowledged the need to strengthen its monitoring efforts. The Joint Office is currently trying to improve the M&E system of the CPAP. A one-week workshop on RBM involving members of the Joint Office as well as of the GoCV is scheduled for end of May 2008, facilitated by two M&E trainers from the regional office and Headquarters of UN organizations.

77. This could be a starting point to familiarize programme officers in charge with the requirements and objectives of RBM. At the same time, a continuation of training in RBM and M&E systems could be considered for the One Programme.

78. Moreover, it is noted in the CPAP that partnerships with the government are “articulated around mechanisms such as fora, sectoral and general roundtables, thematic consultations, and strategic alliances mobilized around the implementation and monitoring of major institutional and political reforms and of joint monitoring and evaluation missions in the field”<sup>39</sup>. National partners and UN staff confirm that such mechanisms are being used. However, certain partnerships were characterized by *ad hoc* information sharing rather than institutionalized and regular contact.

79. Information sharing between the four units of the Joint Office is hampered by the fact that ATLAS is not used universally throughout the office. Some staff members (those who have worked with UNDP and UNFPA) are familiar with ATLAS while others (those who have worked with UNICEF and WFP) are not. While UNODC is not a member of the ExCom, it has always used the UNDP administrative platform to support its activities in Cape Verde. UNODC is satisfied with the present Joint Office administrative platform and fully supports this approach.

80. The evaluability study/evaluation concerning the Joint Office could not assess the results of the approach in the areas of mandates and competence of the participating agencies. Reporting on programmatic results was somewhat deficient, which resulted in insufficient communication to regional and global offices of ExCom agencies. There are several critical issues related to internal reporting. First, all staff are expected to use ATLAS to measure and monitor programme results. However, this software is incompatible with some sub-programmes, as its matrix does not accommodate some of the objectives and outcomes developed under the Human Capital Development Programmes. In addition, national staff expressed persistent difficulties with using this tool despite having undergone two training sessions

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<sup>39</sup> ‘Country Programme Action Plan (CPAP) Cape Verde, 2006-2010’, page 17, paragraphs 5.1-5.5.

organized by external missions<sup>40</sup>. Ultimately, the potential of ATLAS is not fully realized, and there is an insufficient accountability and reporting on outputs, outcomes, and results. Second, non-UNDP staff are still requested to report programme results to respective ExCom organizations in order to access financial support from the regional offices and Headquarters. Hence, in addition to ATLAS and the Joint Office Annual Report, the national staff must provide other reports, increasing the burden to an already heavy workload staff.

## **Assessment of the process creating the Joint Office**

### ***National ownership and leadership and inclusiveness of national stakeholders***

#### *Central and line ministries*

81. Overall, the mission took notice of the overwhelmingly positive satisfaction levels from the GoCV. In addition, the government has a proactive role in ensuring that the Joint Office model continues to evolve.

82. Given the clear leadership and ownership of the GoCV, represented mainly by the central government, the inclusiveness in the Joint Office process is clearly visible. At the level of the line ministries, there was a generally positive response as well. Representatives from the Ministry of Health noted that the Joint Office's approach has been very responsive in addressing the emerging needs of healthcare access and preventative health care and nutrition programmes. Access to financial resources and technical expertise is more streamlined. Joint evaluations undertaken with the Director General for International Cooperation and the United Nations were characterized as "positive" and "participatory". The representative from the Cape Verdean Institute for Children and Adolescents also stated that communications with the United Nations have improved significantly since the establishment of the Joint Office. The Joint Office structure has provided the government with the opportunity to create a similar structure that facilitates communication and transparency.

83. However, there were more critical comments from some other line ministries, pointing out the slowing down of communication with the ExCom agencies after the introduction of the Joint Office in situations where a technical or specific administrative dialogue was required.

#### *Civil Society Organizations*

84. Civil society organizations are joined in the Non-governmental Organizations Platform that has benefited from the support of a couple of UN Volunteers (UNVs) who provided technical assistance to strengthen the Platform's mission, objectives, and overall strategy and role, all of which enabled the Non-governmental Organizations Platform to have a stronger and more visible position in the DaO SC. Additional information about the Platform role and interaction with the SC of the One Programme is provided in section E.

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<sup>40</sup> Inconsistent use of ATLAS is understandable, considering that the two training sessions were offered in English rather than in the two official languages used in the Office (Portuguese and French).

### *Challenges related to the visibility of the mandates and resources of the ExCom agencies*

85. The RC is formally accredited as Representative of UNDP, UNFPA, UNICEF and WFP in addition to his or her function as RC. The former RC actively represented all four ExCom agencies in public statements and through the media. She also represented all the organizations at official meetings and during occasions where a specific agency's mandate was promoted. National partners noted an increased coherence in key messages distributed by the UN system, highlighted the stronger visibility of agency mandates, and confirmed that there were satisfactory results in various areas. However, the Joint Office staff raised concerns that the public would not be able to distinguish when the RC was speaking on behalf of the UN system in general or on behalf of one of the four ExCom agencies.

86. In the debate on the MoU, on which there is no agreement<sup>41</sup>, a suggestion was made that the RC would be seconded in his or her task of representing the individual agencies, by Assistant Representatives or Focal Points within the Joint Office, who could be selected among senior national staff of the Joint Office. Establishing such a function has implications, in that the role that the individual must play inside her or his respective agency, within the Joint Office, and with the government must be clearly defined. Expectations regarding the nature this role (authority, accountability, interactions with the government, entitlement, and financial remuneration) varied.

87. The evaluability assessment mission endorses this recommendation to appoint Assistant Representatives or Focal Points. At an earlier stage, the Joint Office submitted to Headquarters proposals to reclassify the posts of unit heads to carry also the title of Assistant Representatives. The absence of Assistant Representatives presents great challenges in external communications in terms of visibility, and internal communications in terms of reporting results and accessing support from the regional offices and Headquarters. These officers could also play a major role in improving reporting on results as expected by ExCom agencies at regional and Headquarters levels and make technical and other resources of the different agencies available to Cape Verde.

## **Operational issues**

### ***Integration of administrative and financial systems***

88. Documentation and working group minutes acknowledge that integrating different organizational systems at respective Headquarters levels proved to be an ambitious undertaking, and the time interval was too restricted<sup>42</sup>. However, the Joint Office was successful at integrating and harmonizing the different

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<sup>41</sup> 'Memorandum of Understanding on the Establishment and Implementation of a Common Operating Platform in Cape Verde or 'Office of the UN Funds and Programmes in Cape Verde' for the World Food Programme, the United Nations Population Fund, the United Nations Development Programme, and the United Nations Children's Fund', draft dated 29 January 2008 Article 3, Paragraph 1. Revised version based on comments from UNDP, UNFPA and UNICEF; and 'The Status—Memorandum of Understanding of Common Operating Platform in Cape Verde', Version, 29 January 2008.

<sup>42</sup> Joint Office Change Management Mission, 'Optimizing Human Resources', no date. Joint Office in Cape Verde Recommendations of the Change Management Mission, 'Decision Points for the MG1', October 2005.

administrative and financial systems in one system. Specifically, the support agency, UNDP, has responded and continues to respond to all administrative and financial needs throughout the transition period.

### *Financial disbursements*

89. Interviewees expressed concern about how financial disbursements and reimbursements from the ExCom agencies were repeatedly late, resulting in numerous adverse effects<sup>43</sup>. Specifically, the lack of predictability and punctuality of funding flows was commented by most GoCV representatives and Joint Office staff members. As noted, late disbursements sometimes led to high workloads, disruption of activities, and smaller anticipated budgets (due to changes in exchange rates).

90. Such consequences were particularly felt in sectors that depended on a certain implementation cycle, such as education. The GoCV's notable concern about delays in financial disbursements not only demonstrates ownership but also shows a level of preoccupation about the United Nation's ability to function efficiently. To the extent that delays in funding are linked to inadequate reporting, ExCom agencies other than UNDP should have full access to the relevant information on ATLAS, at regional or Headquarters levels, and this information should satisfy the information needs of these agencies. Furthermore, ExCom agencies should resolve the administrative process, restricting government access to funds by making a binding agreement that will ensure that the Joint Office receives funds in a timely and predictable manner, preferably on an annual basis.

91. The disbursement rate, according to data provided by the Joint Office as of 8 April 2008, for the four thematic units in the Joint Office is as following: 10 percent for democratic governance, zero percent for population and poverty reduction, 12 percent for human capital and reform of the social sector, and ten percent for environment. This results in a total of 3 percent disbursement rate for the first quarter 2008. It should be mentioned that there was a balance of USD 100,000 from the previous year. In 2007, however, the overall disbursement rate was calculated as of 92 percent in the month of December, but no distinction was made when the funding flows arrived during the year<sup>44</sup>. Inconstant funding flows were noted repeatedly, but the full reasons for this problem remain unclear.

### *Human resource management*

92. The job fair approach, which abolished posts and required all national staff to reapply for posts in the Joint Office, placed an inordinate amount of stress on staff. Although nearly all the staff was rehired, the job fair was somewhat traumatic and some staff mentioned feeling abandoned. For example, national staff would be transferred to UNDP without return rights to their releasing organizations. Staff also expressed frustrations in that they claim that their previous contractual benefits, including post classification, were not honored and previous years of work with their releasing organization did not migrate with them under their new contract. After a review of the minutes from the *ad hoc* Appointment

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<sup>43</sup> Interviews from the following ministries confirm this data: Ministries of Environment, Health, Justice, Education, Labour, Family and Solidarity.

<sup>44</sup> Budget overview for 2007 and first quarter 2008; tables provided by Joint Office, April 2008.

and Promotion Panel, it appears that the majority of staff either retained their post classification or received a promotion. The perception among the staff is still unsettling.

93. National staff association representatives raise other related concerns about career prospects, future learning opportunities in the UN system, and limited access to staff association networks of the different ExCom agencies. Most importantly, many raised questions about the legality of their labor contracts. While all have legal, UNDP-contracts, there is a need to ensure high quality human resource management in the Joint Office. This has implications on staff ownership of DaO and therefore the evaluations scheduled in 2009/2010 and 2011.

94. Regarding the Joint Office MoU, there is an urgent need to resolve the pending legal issues and sign the MoU. If left unchanged, the lack of a Focal Point or Assistant Representative will continue to create challenges. With the exception of WFP, which will soon phase out its operations in Cape Verde, the ExCom agencies have the opportunity to show their commitment to the Joint Office concept, which is currently fully supported by the GoCV.

#### *Transaction cost related issues*

95. There have been a lot of assumptions made about ‘transaction costs’. One assumption is that the shift to the Joint Office (One Office/One UN House) automatically translates into reduced operational cost, compared to cost occurred by the previously existing single agency offices. The assessment team has tried to identify the main building blocks of operational cost in case of Cape Verde. However, little data has been made available to prove this assumption.

96. Salaries for international staff is one obvious area of operational costs. Cutting the four international positions of country directors of the ExCom agencies and two other international positions, resulted in only three international positions in the Joint Office. This has led to a reduction of international staff expenditures from 2005 to 2006 of USD 493,693<sup>45</sup>, or 61 percent. However, the financial resources saved by this transaction cannot be allocated by the Joint Office for other purposes such as programming<sup>46</sup>. The GoCV expects that expenditures saved by the process of the Joint Office will be reallocated to the programming budget.

97. In real terms, the general operational expenditures have decreased between 2005 and 2006 by USD 33,784 or 7 percent. Overall expenditures have decreased by 30 percent between 2005 and 2006<sup>47</sup>. As criteria for a future evaluation, the overhead cost (equal to operational cost in relation to programme cost) should be introduced as an indicator for efficiency.

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<sup>45</sup> From USD 809,100 in 2005 to USD 315,407 in 2006. In 2007, expenditures for national and international staff have again increased; this might be partly explained by the dollar exchange rate. Source: Management Budget and Expenditures for the years 2005 and 2006, Joint Office Cape Verde, and verbal information for 2007.

<sup>46</sup> It is one of the expectations of the GoCV regarding the Joint Office that expenditures saved by the process can be reallocated to the programming budget.

<sup>47</sup> Management Budget and Expenditures for the years 2005 and 2006, Joint Office Cape Verde, and verbal information for 2007.

98. No concrete analysis of transaction cost related to taking the Joint Office to the level of DaO in Cape Verde was readily available<sup>48</sup>. Currently, it is not possible to anticipate what impact the DaO process will have on the future expenditure situation in Cape Verde. High investment cost might occur in the beginning. However, costs might decrease once the system with joint programming, joint reporting, and a joint M&E system is fully established and smoothly running. These developments should be recorded to allow an evidence based analysis.

## **Recommendations to address outstanding issues related to the Joint Office**

### ***Legal issues***

99. The following legal issues related the MoU must be addressed: an agreement of funding modalities and timing; and verification of the legality of national staff contracts, so that staff perception is resolved and employment benefits and opportunities are restored.

### ***Joint Office institutional framework***

100. While the RC effectively represents all four ExCom agencies in official and internal meetings, additional presence and support would greatly strengthen UNCT ability to manage the Joint Office's evolution into the DaO process. It is therefore recommended to include Focal Points or Assistant Representatives in these meetings.

### ***Human resources issues***

101. As there are challenges related to financial reporting and accessing technical assistance from regional and Headquarters offices linked to the absence of Assistant Representatives or Focal Points, these Focal Point positions should be installed at a level where decision making can be partly delegated. These Focal Point could have the rank of Assistant Representatives, who could be national officers.

102. The current Human Resources Unit should be strengthened and ways of ensuring national staff have access to the same level of benefits and opportunities as in the past should be examined. Additionally, the Staff Association should have access to staff association networks of ExCom agencies at regional and global levels.

103. As for improved communications and visibility of ExCom agencies, the post of Communications Analyst should be consolidated and strengthened to facilitate internal and external communications, including supporting the RC in communicating with the government and media, drawing specific attention to each ExCom's mandate.

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<sup>48</sup> There has been an estimated cost saving prior to the introduction of the Joint Office in Cape Verde, of approximately USD 500,000.

## ***Administrative and programming issues***

104. All staff should have access to and become fully familiar with ATLAS. A refresher training in ATLAS should be considered, as previous training was conducted in English only. Furthermore different needs of the distinct programme units of the Joint Office in the integration process should be addressed. Access to ATLAS should also be granted to specific individuals in the ExCom regional and Headquarters offices to enable those agencies to access information on the implementation of programmes funded by resources they contribute.

## ***M&E and staff training***

105. As a first step, an adequate RBM system has to be set up. Setting up a monitoring system throughout the Joint Office is also still pending. This should include an intervention logic encompassing output, outcome and impact level (interlocking<sup>49</sup> the various layers of project, programme, policies) and design and implementation of a monitoring system for CPAP and the annual work plan. The M&E role in the Joint Office should be expanded in preparation of the M&E work related to the One Programme. Strong support from the RC is required to address the importance of the subject. The Institute of Statistics should be involved in the validation of indicators. All team members should receive introduction to RBM and an M&E system.

## ***Transaction costs***

106. There was no accounting for the financial scenarios reflecting the situation prior to establishing the Joint Office. In order to make a well founded statement about the development of transaction cost throughout the process, cost should be recorded and calculated for both realistic assessment and to facilitate a future evaluation in 2009/2010.

107. Changes in overhead costs and transaction costs will likely be indicators for the process evaluation of DaO. A cost recording should be set up and benchmarking of cost between the agencies (to identify the most economic option at same quality) should be introduced. Furthermore the ratio between the operational cost for the office and the programme cost (percentage overhead cost) should be calculated as an indicator for efficiency. This would allow an evidenced based analysis.

## ***Funding flows and expenditure rate***

108. Further analysis is required to identify the underlying reasons for the funding flow problem and solve it, as it is currently jeopardizing the efficient implementation of the annual programme. A solution should be found to ensure more timely and predictable disbursements - preferably at the beginning of the year and against signed and established 2008 annual work plans.

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<sup>49</sup> 'Interlocking' is the process of planning complex interventions comprising a number of components or operations with logic models.

## ***Support from RDT and Headquarters***

109. Regarding the regional and Headquarters office-field coordination, the support level provided by the RDT and Headquarters offices is inadequate. A clearly outlined form of institutionalized collaboration and regular internal communication in support of the Joint Office was not apparent.

110. The necessary support from RDT and the global level include solving pending issues, such as conclusion of the MoU, timely disbursements, technical support, granting access to intranet and technical resources. The onus of improvement is at levels above the Joint Office.

111. A clearly outlined form of institutionalized collaboration and regular internal communication from the RDT and the Headquarters offices is warranted. As greater attempts will be made to involve NRAs and specialized agencies to support the DaO (among other programme frameworks), the need to establish formal, institutional links and contact is impending.

112. RDT and Headquarters offices should extend training in the protocols commonly used within each organization for meetings, teleconferences, and other basic correspondence for all relevant staff to foster effective institutional linkages.

113. ExCom agencies should provide information on the administrative procedures required to gain access to knowledge management systems within respective organizations (intranet, networks). The RC and the Assistant Representatives or Focal Points should have full access to these networks.

114. The RTD and Headquarters offices should extend technical expertise through the form of regularly planned visits from regional advisers, so that the support effectively corresponds to on-going evaluation in the Joint Office, planned programming activities, and budget protocols.

115. The RTD senior staff should visit Cape Verde regularly and understand better the emerging vulnerabilities to which the GoCV is referring. It is therefore recommended to strengthen existing links and foster an even greater institutionalized approach to supporting the Joint Office.

## D. Assessment of the design of the DAO Pilots

### The quality of the design of the DAO pilots

#### *One Programme*

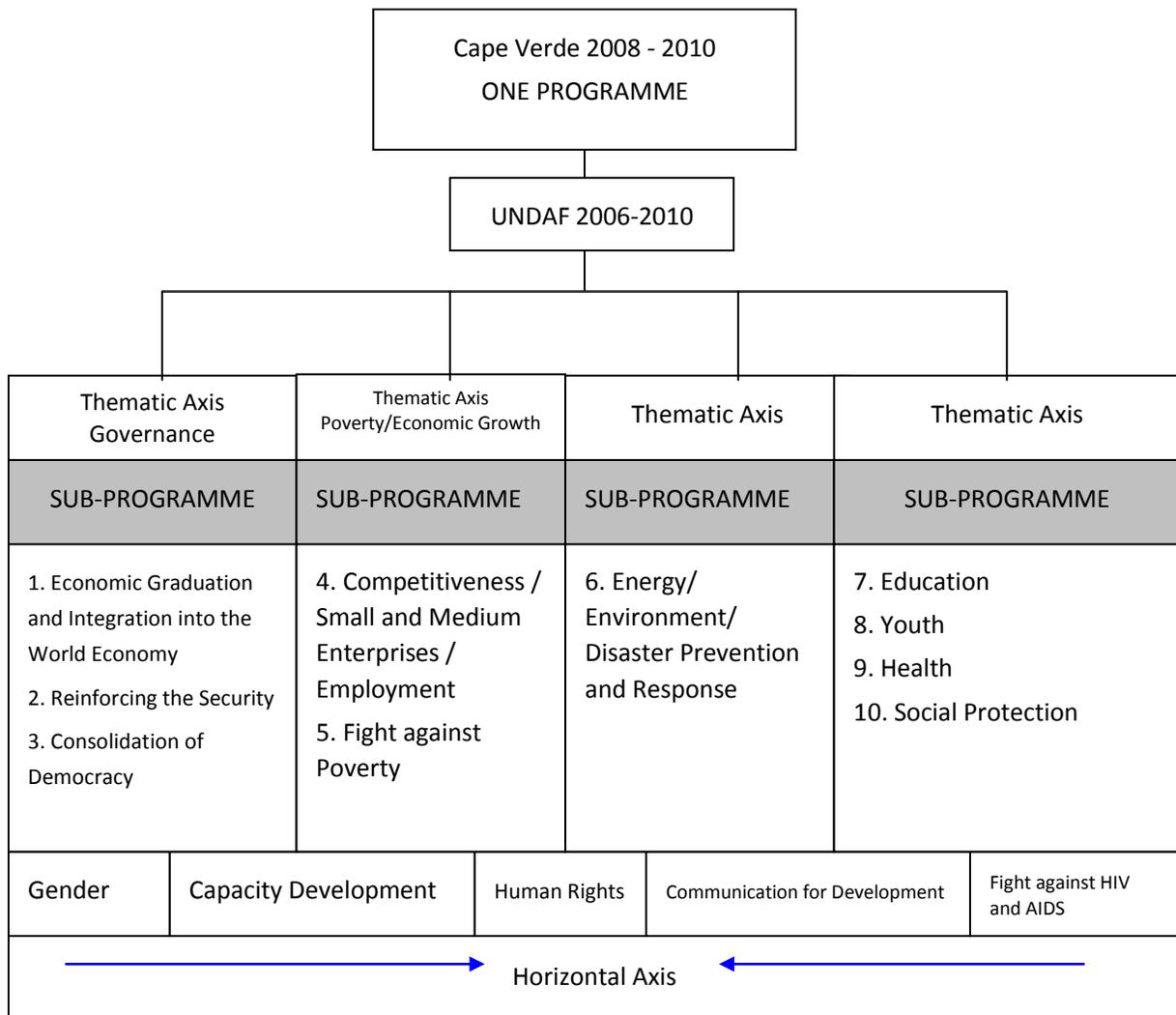
116. As requested by the GoCV, in early 2007 Cape Verde became one of the eight pilots of the DaO. The GoCV reiterated its commitment to pursue the reform efforts by moving from the Joint Office to DaO pilot within the context of the follow-up to the High-level Panel on UN System-wide Coherence and in the spirit of the Paris Declaration.

117. As many of the elements (the four pillars) of the DaO were already known due to the experience with the Joint Office, designing and implementing the One Programme was the main goal in Cape Verde. The first step was enlarging the UNCT and including those NRAs under a common development document, the One Programme, which is based on the new emerging national priorities of the country.

118. Currently, two major documents exist for UN programming in Cape Verde: the UNDAF 2006-2010 and the CPAP. At a March 2007 meeting, UNCT revisited UNDAF and concluded that it still remained valid although it needed some strengthening and sharpening to better reflect government priorities and what the UN system could offer in terms of support. Also, the fact that most of the NRAs were not part of the UNDAF needed to be addressed through the One Programme.

119. The One Programme encompasses the most strategic aspects that the UN system can contribute to GoCV priorities for 2008-2010 related to the graduation phase from least developed countries in January 2008 and aimed at achieving the MDGs by the year 2015. The areas of response identified in the UNDAF include democratic governance, poverty reduction, promotion of environmental sustainability, and development of human capital and social welfare. Horizontal issues include gender, human rights, MDGs, capacity development, the fight against HIV/AIDS and communication for development. An overview of the One Programme draft is provided in Table 1 below.

**Figure 1. Structure of the One Programme in Cape Verde**



120. The substantive drafting of the One Programme started in 2007 following a workshop with the presence of GoCV and UN organizations in Praia. The most recent draft version of the One Programme Document is dated 22 February 2008. The One Budgetary Framework is also under preparation. At the time of the mission, a UNCT committee on M&E was supposed to be in place, however, there was no documentation of its existence.

121. Figure 1 shows that the One Programme is designed around four thematic pillars, which reflect the outcomes of the UNDAF 2006-2010 and the national priorities. Under these pillars, there are 10 thematic clusters, or sub-programmes, with particular outcomes, encompassing more than 60 outputs<sup>50</sup>. For each of the clusters, one UN organization is responsible as lead agency supported by other UN organizations. In three clusters, NRAs are assuming the lead. This is the first time in which the ‘common

<sup>50</sup> Set out in the document ‘One Budgetary Framework Cape Verde’.

programming’, as practiced for the common country programme, is taken to the next level, the ‘joint programme’, where different agencies will work together on the same sub-programme towards results.

122. Whereas the UNDAF was signed in July 2005 by six agencies - the four ExCom agencies, FAO and WHO, as well as by the acting RC - 19 agencies have expressed interest in participating in the One Programme.

123. Overall, these 19 UN organizations and the GoCV are involved in the drafting of the ten sub-programmes (also called thematic clusters) of the One Programme. Each cluster consists of a number of projects and has a lead agency coordinating the implementation and results-orientation of the related sub-programme and supporting agencies.

124. This results in more complex planning, due to a higher number of agencies involved (between 3 and 12 resident agencies and NRAs per sub-programme). A greater coordination effort and challenge to lead some of the sub-programmes from places outside Cape Verde can be expected.

125. An SC was institutionalized in October 2007. It is composed of eight members (the RC, one NRA, one resident agency, Minister of Foreign Affairs, Director-General for International Cooperation and General Director of Planning, and a representative of Capverdian Association of Municipalities and civil society) and is co-chaired by the Minister of Foreign Affairs and the RC. The Terms of Reference for the SC were finalized after the SC meeting on 28 January 2008. The organization chart of the SC is illustrated in Figure 2.

126. The importance of representation of civil society in the SC was raised in the meeting. Partners of civil society are mainly represented by the Capeverdean Association of Municipalities. This may be necessary and appropriate, but not entirely sufficient.

127. Lessons learned from the Joint Office experience should be applied from the beginning of the One Programme process in order to avoid repeating mistakes, in particular laying a robust administrative foundation and Code of Conduct before embarking on the process. Critical aspects related to the Joint Office still need to be clarified and resolved before the UN system in Cape Verde may start with the next, more challenging step toward UN reform.

128. A perceived gap in the design of the One Programme is the lack of a vision statement that would summarize the contribution and comparative advantage of the UN system and to which programme components (clusters) and individual projects would relate. There is also absence of an intervention logic between outputs, outcomes and impact level, with a monitoring system geared to track the programme progress. This weakness is pertinent in the Joint Office where there is a clear need for an introduction to establishment of an RBM system, which would also provide data for programme, process and impact evaluations<sup>51</sup>.

129. Although quick finalization and signature of the One Programme Document is favored by several stakeholders, a concerted and aligned action would be preferable. The foundation - agreed technical and financial procedures, management systems in place and a monitoring system built together with the One

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<sup>51</sup> For more details see Section D.

Programme—has to be robust enough to carry this approach and allow for it to become a success. However, the RC, UNCT and the GoCV are not solely responsible for this task. The regional offices and respective Headquarters must provide adequate support and work on alignment and harmonization at their levels, too, to make the One Programme in DaO pilot countries a success.

### ***One Budgetary Framework / One Fund***

130. As the One Programme is still a draft, there is only a draft estimate of the One Budgetary Framework and the One Fund (or Transition/Coherence Fund). So far, there are no Terms of Reference for the One Fund. However, a ‘resource mobilization strategy’<sup>52</sup> has been drafted<sup>53</sup>.

131. The One Budgetary Framework is understood as the total cost of the One Programme (funded and not yet funded). It composes of regular resources and other resources as well the One Fund (Coherence Fund), an instrument to fund the unfunded part of the One Programme.

132. At current estimates, the One Budgetary Framework shows a total of USD 59.93 million<sup>54</sup>, with an amount so far pledged of USD 24.87 million. This leaves a funding gap of USD 30.10 million, or 54.8 percent<sup>55</sup>. Compared to other DaO pilots, this is a high percentage and, together with the existing delays in funding flows of regular resources and other resources, a potential risk for the smooth implementation of the One Programme. The budget of the One Programme 2008-2010 is slightly higher than the budget of the UNDAF 2006-2010 (USD 50.22 million) while covering only 60 percent of the time period.

133. The One UN Coherence Fund is supported by the governments of Norway and Spain in all eight DaO pilots, so the chances are high that Cape Verde will receive funds from these donors. However, before any acquisition can be secured, the One Programme Document with its One Budgetary Framework has to be completed and signed.

134. The accountability issue addressed in other DaO pilots will also be raised in Cape Verde by the donors contributing to the One Fund to bridge the funding gap. As it is planned to raise a significant part of funds through this channel, a transparent monitoring and reporting of performance systems should be designed and put in place. Furthermore, linking disbursement to performance indicators appears crucial for future successful acquisition of donor’s funds.

135. Another issue to be addressed is the current problems with funding flows. The number of contributors to this budget will likely be higher and more diverse than for the current CPAP and country programme, and so existing problems need to be clearly analyzed and resolved before the One Programme may start implementation.

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<sup>52</sup> One Programme Strategy for Resource Mobilization 2007-2010, draft for discussion, 24 September 2007.

<sup>53</sup> According to the knowledge of the team, it has not yet been approved by the SC.

<sup>54</sup> This amount does not yet include the budget for outcome 3 of the thematic axis human capital and social protection due to unavailability of data.

<sup>55</sup> One Budgetary Framework Cape Verde, document provided by Joint Office, 25 April 2008.

## ***One leader***

136. Currently, the RC is also Resident Representative of the four ExCom agencies in Cape Verde. The ‘One Window’ approach is much appreciated by the central ministries, as it allows for quick dialogue with the UN system on strategic issues. It is also assumed that overhead costs, in particular for salaries, have been reduced by introducing this approach. However, the expectation of the GoCV that the funds saved on international staff positions will be reallocated to programmes might not materialize. The donor community also welcomes the One Window approach, as it is in line with the Paris Declaration on alignment and harmonization. The RC is also assuming a role in the donor coordination process.

137. However, at line ministry level, some partners felt that the role of the RC was assumed to an extent that well established contacts at the operational/technical were cut off as a result of the one window approach. The lost link to the individual agencies was felt, for example, in the form of a focal person from each of the ExCom agencies in the Joint Office with a certain level of decision taking power. Communication with the UN system slowed down, even for small things, as the regional office of the respective agency or the RC had to be consulted first.

## ***One Office/One set of Management Practices***

138. The One Office was already set up in the course of the Joint Office. No change is expected to the current physical structure, although some NRAs have expressed interest in establishing a permanent or semi-permanent presence in Cape Verde, in which case office space would be made available in the UN House. Currently, the UN premises house UNDP, UNFPA, UNICEF, WFP, WHO, a local arm of UNODC, and most recently UNIFEM.

139. A major challenge for the One Office is how to align the different business systems - financial reporting, monitoring, and administrative systems - of the UN organizations. There is still no harmonization in several of the procedures, such as budget framework, management and financial reporting, and monitoring systems, or some organizations don’t have open access. Currently, ATLAS (the system used by UNDP and UNFPA) is used as a common business and financial reporting system. Although training in ATLAS was conducted, there is a need for follow-up training<sup>56</sup>.

140. Headquarters of the UN organizations play an important role in the successful implementation of the One Office and DaO process at the country level. Harmonization of procedures at Headquarters level is an indicator for true commitment to the DaO approach of the UN system beyond the current eight pilot countries.

## ***Other Pillars/One Communication Strategy***

141. Currently, the Joint Office is developing a website<sup>57</sup>, where the aims of the Joint Office as well as the basic components of DaO, including a link to UNDG, will be posted. Other products for dissemination of information, such as calendars, have also been developed. Stakeholder challenges

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<sup>56</sup> As the Foreign Minister of Cape Verde put it, “the counter may have changed but not the shops”.

<sup>57</sup> See [www.un.cv](http://www.un.cv), to be launched end October 2008.

include maintaining the visibility of the mandates of each ExCom organization and generating financial contributions to support the communication strategy's broader aims, such as advocacy and social mobilization.

142. Communication should be given special attention in DaO, and a joint strategy on 'Communicating as One' should be developed. Without effective and strategic communication, both internal and external, progress and results of DaO will remain invisible.

143. It will be important to communicate throughout and about the process of DaO, but maybe even more important is to communicate the results that the United Nations is able to achieve collectively. Further, a joint strategy on communication gives the United Nations a chance to advocate more effectively on development issues such as the MDGs and other core UN values.

144. In developing a joint communication strategy, it will be important to consider the branding or imaging of the UN family to speak with one voice, but at the same time ensure that the visibility of the diversity of the different agencies is not lost.

145. The possibility of having a senior communication professional, with good knowledge of DaO, assist the Communication Group in Cape Verde in drafting a strategy for communicating on DaO should be discussed with UNDGO/UNDOCO, Department of Public Information and the UN Information Centers. The team might also be strengthened with a communication specialist from one of the NRAs<sup>58</sup>.

## Responsiveness to specific needs and priorities of the country

146. The One Programme is responding to the request by the government to support Cape Verde in its transition phase from a least developed country to a middle income country, taking into account five key vulnerabilities identified by the government in areas such as: security, economic and finance, health, cultural demographical, and social, ecological, agricultural and geographical. Joint programmes (clustered in 10 thematic clusters) inside the One Programme are in the process of being designed, geared to reducing these vulnerabilities.

147. The GoCV welcomes the opportunity that DaO provides, facilitating access to a broader portfolio of UN organizations to address the current challenges of the country, in particular to currently NRAs, through a one-UN-window approach. The additional agencies should, however, add value and edge related to the new challenges of the country, compared to the UNDAF.

148. In the Government Report of 2007<sup>59</sup>, the GoCV expressed clearly one main expectation related to DaO: "The financial gains to be achieved through implementing the DaO must return to the benefit of the structural programmes and projects for the country, in order to achieve the real objectives of reform - enhanced efficiency and effectiveness in the action of the UN in Cape Verde".

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<sup>58</sup> Concept Note, 14 June 2007.

<sup>59</sup> Ministerio dos Negocios Estrangeiros, 'Cooperacao e Comunidades: Government Report, Results of First Year of DaO in Cape Verde', undated.

## Articulation of strategic intent

149. The One Programme provides an opportunity for joint articulation of the UN system and its agencies in Cape Verde. Currently, there is, however, no unified perception whether “the UN in Cape Verde should be agency-neutral” or if the “visibility of agencies and mandates should be enhanced”, compared to the practice under the Joint Office. If the One Programme is considered the ‘face of the UN’, a vision statement should be agreed upon, setting out clearly the competitive advantage of the UN system in Cape Verde. It also should integrate the objectives (outcomes) of the One Programme with its four thematic pillars.

150. One Programme is a positive start in the direction of joint articulation. One Programme, understood as the totality of UN contribution and presence in Cape Verde, still has to improve its common vision, strategic intent and coherent design. This includes addressing how to continue with the UNDAF and the One Programme—either as one integrated document or in two parallel documents after the expiry of both after 2010.

151. On the one hand, the ‘agency-neutral’ approach has clearly drawn much criticism. On the other hand, the former RC has made agency mandates visible to a greater extent than commonly assumed. The visibility of agency mandates should be further enhanced and results should be clearly demonstrated and communicated.

## RBM and M&E system

152. DaO pilot countries will only be able to demonstrate results if the design of the One Programme is results-oriented, that is if there are adequate RBM and M&E systems in place that can measure results at output, outcome and impact levels. The One Programme will have to prove efficient use of programme resources and its effectiveness.

153. The One Programme draft document states that “the overall objective is to put in place an M&E system for the One Programme that allows a more effective management of the programme by measuring and evaluating the performance of results and products as well as the development results”. A matrix with results, indicators, baselines and objectives (in the meaning of targets) is an example. If necessary, an M&E working group should be established. In the Annex of the draft document, it states that “Under the Direction of the RC, an M&E system will be developed to monitor and evaluate the One UN Programme joint outputs (process, impact and effectiveness) including those achieved with funding provided through the One UN Fund and those indicators to measure the UN’s progress in regards to the Paris Indicators”<sup>60</sup>.

154. So far, the One Programme and some of the sub-programmes have indicators at activity level, though their quality varies and they are not SMART. Furthermore, the draft overview tables are not harmonized with the narrative of the One Programme draft document. The One Programme also has no indicators encompassing the 10 sub-programmes and four thematic pillars. This would be a prerequisite to monitor and evaluate the results at a higher level of the intervention logic. A coordinated M&E approach

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<sup>60</sup> One Programme, draft document of 22 February 2008, Chapter VII, M&E, paragraphs 78 to 82; Annex IV, Terms of Reference One Fund, paragraph 33.

is urgently required and should be developed hand in hand with the finalization of the One Programme and the One Budgetary Framework, in order to avoid repeating the problems that occurred with monitoring of the CPAP.

155. The development of an M&E system is a resource demanding exercise. Decisions should be taken on how the design of the system will be financed and sufficient resources should be set aside. Design and implementation of a monitoring system should cost roughly 3 to 10 percent of the programme budget<sup>61</sup>.

156. The existence of RBM and a functioning M&E system is a relevant element in the assessment of evaluability. Without an M&E system and baselines, indicators and means of verification in place, it will be difficult for the mid-term evaluation team to carry out their work. In establishing an M&E Unit, experiences from the present UN evaluation structures must be carefully examined to avoid pitfalls.

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<sup>61</sup> The M&E toolkit for the Global Fund to Fight AIDS, Tuberculosis and Malaria indicates 3 to 5 percent, a UN system wide programme indicates 5.6 percent ([www.humanitarianinfo.org](http://www.humanitarianinfo.org)) and The Global Fund for RBM with WHO indicates 7 to 10 percent ([www.rbm.who.int](http://www.rbm.who.int)).

## **E. Assessment of the DAO pilot process**

### **National ownership and leadership of the DaO process**

157. The GoCV has is demonstrating true ownership in the DaO pilot process, in particular in the pillar One Programme. A One Programme SC was appointed in October 2007 and has met twice, co-chaired by the Minister of Foreign Affairs and the UN RC (see Figure 2).

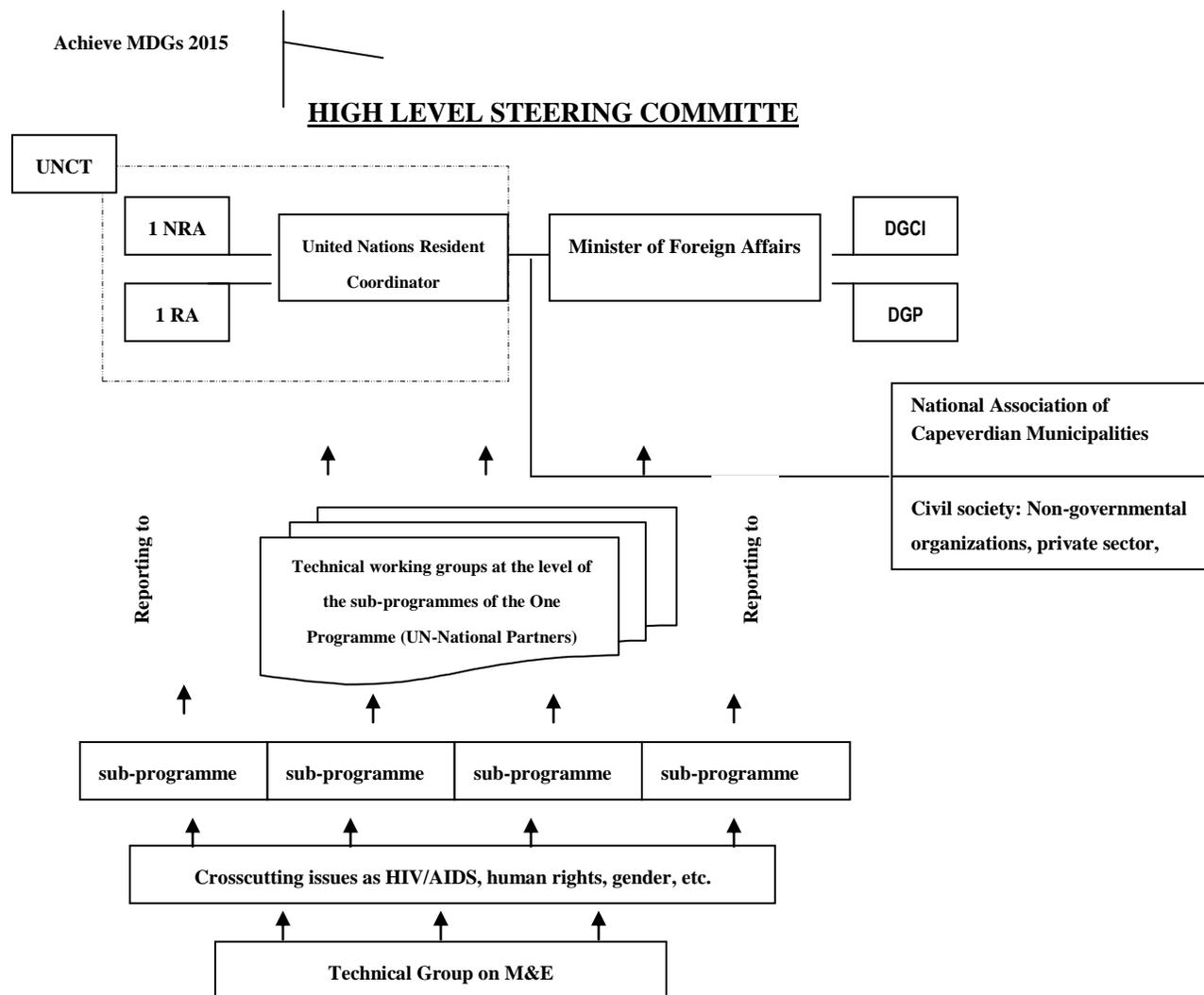
158. Representatives of the GoCV demonstrate leadership in the process and a demand-driven approach is clearly evident. Representatives pointed out that they welcome the broadened access to the portfolio of UN organizations via One Window, however, GoCV and the line ministries have expressed priorities regarding the UN organizations they consider suitable to provide solutions for the current challenges of Cape Verde.

### **Inclusiveness of national stakeholders**

159. The management structure of the DaO SC is set out in the Figure 2. It provides an overview of the planned inclusion of central ministries, line ministries and representatives of civil society<sup>62</sup>.

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<sup>62</sup> One Programme Draft Document of 22 February 2008.



Note: DGI indicates General Director for International Cooperation; DGP, General Director of Planning; RA, resident agency.

160. The One UN SC will be co-chaired by the Minister of Foreign Affairs and the RC. The membership of the One UN SC will be limited to eight representatives: three from the GoCV central ministries, three from the UN organizations, one from the National Association of Capeverdean Municipalities, and one from the civil society. The line ministries are not represented in the core SC. It is imperative that members of the One UN SC represent their institutions at a high level, due to the importance and sensitivity of the issues addressed and in order to ensure efficiency in guidance and decision making<sup>63</sup>.

<sup>63</sup> Terms of Reference for One Programme Steering Committee, 28.01.2008, unsigned version.

161. The line ministries are not represented in the SC. The SC has proposed creating technical sub-committees according to the sub-programmes of the One Programme, in which the line ministries will be represented. Whereas the SC plays a political and strategic role, the thematic groups would be *ad hoc*, on the initiative either of the government or the UN system. The responsibility for the participation should be at the level of Directors of the concerned ministries. The General Director for Planning and International Cooperation would be in charge of the Organization of those meetings on the GoCV side<sup>64</sup>.

162. According to the General Director of Planning within the Ministry of Finance<sup>65</sup> the involvement of the local governments in the DaO process has been limited so far. Cape Verde has started a decentralization and deconcentration process and the involvement of the local governments is considered as of increased relevance.

163. It is not clear how much the private sector is currently participating in the DaO process in Cape Verde. However, involvement of the private sector (such as small and medium sized enterprises) is desirable, given the composition of the portfolio of sub-programmes. This can further enhance national ownership and be used as an indicator in the process evaluation of DaO.

## **Inclusiveness of UN stakeholders (ExCom, specialized and non-resident agencies)**

164. Due to the Joint Office situation, it is important to distinguish between the ExCom agencies<sup>66</sup> as one group and specialized agencies and NRAs as another, as their assessment of the situation varies significantly. Another distinction should be made between the current Joint Office situation and the expected future DaO situation.

165. Currently, the resident agencies in Cape Verde are the four ExCom agencies represented by the Joint Office, FAO and WHO. NRAs are UNESCO, UNEP and UNODC. While UNODC is not resident in Cape Verde, it has an office with five staff located within the Joint Office and supervised by the UN RC. UNODC has excellent relationships with the Joint Office and the RC. In the framework of DaO, the number of NRAs involved in the One Programme (most of which have offices in Dakar, Senegal) has significantly increased. This could increase the number of signatories of the One Programme to almost 20<sup>67</sup>. The WFP, in contrast, intends to withdraw from Cape Verde by the year 2010.

166. In the One Programme NRAs are also involved as lead agencies for the 10<sup>68</sup> sub-programmes. For example, UNCTAD is the lead for cluster 1, UNIDO for cluster 4, UNODC for security and

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<sup>64</sup> Minutes of SC meeting of 28/01/2008, draft 07/02/2008.

<sup>65</sup> Interview minutes from 24 April 2008.

<sup>66</sup> For the group of ExCom agencies, the assessment team has conducted two interviews and has received two responses to the survey.

<sup>67</sup> For comparison, there are 18 signatories of the One Programme in Uruguay.

<sup>68</sup> Clusters 4 and 5 have been merged in one part of the last draft version of One Programme of 22 February 2008, whereas the programme diagram remained unchanged.

UNESCO for cluster 6. On one hand, this will add another level to programming, tailor made to the needs of the GoCV and its respective ministries. On the other hand, it makes coordination more challenging.

167. The perception about the loss of mandate visibility and direct working relation has not only been expressed by the ExCom agencies, but also by some GoCV representatives within line ministries. This supports the need to provide focal points for the four ExCom agencies represented in the Joint Office, and to have representation in UNCT meetings when NRAs are present as well.

168. The main benefits of the Joint Office and DaO process identified by ExCom agencies include the following:

- a. Greater focus on supporting development/implementation of national development frameworks while supporting sectoral plans.
- b. Potentially enhancing the coherence of the Joint Office in Cape Verde.
- c. Rationalizing and increasing common services, assuming these results in further reduced cost.
- d. Better articulation of the competitive advantage of the UN system.
- e. Improved collaboration and unity of vision among UN organizations.
- f. Better understanding of other agencies' mandates and increased opportunities for joint programming.

169. The risks identified by the ExCom agencies include the following:

- a. Loss of direct access to the GoCV, not only at the highest level, but also at the sectoral (line ministry) level.
- b. All contacts with the government are currently filtered through the UN representative, reducing agencies' abilities to fully carry out their mandate.
- c. The Joint Office, in its current condition, does not allow for diversity of mandates of UN organizations to be used to a maximum benefit.
- d. The One Programme, as it has been set up in Cape Verde, is crowding out ExCom agencies and bringing in NRAs—this puts the whole rationalization exercise into question.
- e. Loss of support on operational activities and specific areas of expertise.
- f. Difficulty in monitoring management indicators of the Joint Office.

- g. Incompatibility of administrative systems which have led to delays in reporting<sup>69</sup>.
- h. Loss of agencies' mandate, visibility and institutional memory.
- i. Joint Office model inhibits the ExCom agencies' ability to carry out its normal programme oversight mechanism and accountability.
- j. Risk in terms of coordination of the implementation of CPAP, One Programme, and agency specific activities.

170. The two ExCom agencies responding to the survey ranked their satisfaction with the Joint Office and DaO as 6 and 3 (on a scale of 1 to 10, with 10 the maximum). This clearly indicates limited satisfaction or dissatisfaction.

171. For the implementation phase of DaO, the inclusiveness of agencies will depend on the mechanism defined for finalizing the formulation of the projects contributing to the achievement of the outputs of each of the 10 thematic clusters and for their implementation. In this regard, the role of the lead agencies of these projects to foster participation of the associated agencies will be of great significance.

## **Relationship with other forms of external assistance**

172. At present, the relation of core funds to non-core funds for 2008 is of 40 percent and 60 percent, respectively<sup>70</sup>. The non-core funds of the UN consist of funds from traditional partners such as France, Luxemburg and Portugal, and internal funds of the respective agencies such as UNDP Thematic Trust Funds, Global Environment Facility and the like.

173. There are also new forms of external aid architecture in Cape Verde. One example is the UNIDO Quality Programme for West Africa, a joint initiative of UNIDO and the Economic Community of West African States funded by the European Union. The programme has a budget of 14 million Euro, of which Cape Verde will be benefiting of 1 million Euro. This project contributes to the sub-programme 1 (graduation from least developed country) of the One Programme. This sub-programme has already generated 65 percent of the resources to cover its budget.

174. The One Fund will also build on financial support from some key donors that have committed to funding the One Programme of the pilot countries. These donors include Spain (through the Spanish MDG Fund for the DaO pilot window), Norway, Luxemburg and France. Others are also willing to commit funding once the One Programme is in place<sup>71</sup>.

175. Donor representatives appreciate the Joint Office as their One Window into the UN system, and consider it in line with the attempt of the donor community to align efforts to enhance efficiency through

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<sup>69</sup> For example, the Annual Report and Annual Work Plans Plans come late and have to be first cleared by UNDP, the ATLAS system does not "talk to" the PRoMs system, and financial monitoring is difficult.

<sup>70</sup> Data of 7 February 2008.

<sup>71</sup> Strategy for Resource Mobilization, draft for discussion, 24 September 2007.

Joint Offices in country or by channeling funds through the EC. The donor community also sees a coordination role of the RC among the donors. The Joint Office is important for the donors, as it would have been difficult to maintain contacts with six agencies (the four ExCom agencies plus WHO and FAO). However they also expressed skepticism over whether the One Programme might lead to a reverse tendency, that is, bringing in more UN organizations with less coordination, how it will be managed, and whether it will be possible to Deliver as One at less cost.

176. There is therefore tension between GoCV wanting to receive assistance via the One Programme approach, which involves many UN organizations, and the ability to maintain close coordination and the One Window currently offered by the Joint Office.

177. Budget support currently accounts for 22 percent of ODA and is expected to increase in the future. The UN mostly works on a programme or project basis, and might thus risk losing funding. While donors shift to Budget Support they often downsize their operations in country, and there might be a role for the UN to provide technical expertise to the GoCV as well as to the donor community.

## **Change management and support received from UNDGO, Headquarters and regional structures**

178. To establish the Joint Office, UNDGO, Headquarters, and regional offices gave support through nine working groups at Headquarters level, a Change Management Mission in 2005, the appointment of a Senior Advisor, the Inter-Agency Interview Team, two workshops providing training in ATLAS, a Change Management Mission in 2006, regular meetings with the RDT for West & Central Africa, and review mission in 2007.

179. Documentation<sup>72</sup> suggest that detailed recommendations were developed by the working groups and the 2005 and 2006 Change Management Missions, the Inter-Agency Interview Team, and the review mission in 2007, but there is no clear and structured process of prioritizing recommendations or an accountability mechanism for overseeing how decisions were undertaken. In addition, there is no map or tool detailing the recommendations and subsequent decisions made.

180. To institute DaO, a series of UNDGO missions, retreats, and meetings were held on a regular basis. Records show that participation from the GoCV, the NRAs, and the RDTs were active and consistent. However, NRA and staff survey results indicate that the support could have been strengthened and more effective if the process had been more structured and consultative.

181. With respect to tools provided by Headquarters, several staff mentioned inconsistencies and the lack of clarity in tools explaining the components of and procedures associated with the One Fund and the One Budgetary Framework.

182. Training in RBM is anticipated for May 2008, the purpose of which is to improve staff knowledge and formulate an M&E framework for the CPAP (see chapter C), facilitated by two M&E specialists from UN organization regional and Headquarters office.

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<sup>72</sup> From several meeting minutes and the review conducted by Kees Tuinenburg in 2007.

## Joint programming and joint programmes

183. With the drafting of the One Programme Document, development from joint programming (merely agreeing on common outcomes among different agencies) towards a joint programme exercise has started, in which agencies jointly work together with the ministries in the design and formulation of specific inter-agency programmes aim at joint outputs and outcomes<sup>73</sup>.

## Identification of national resources to support future evaluations

184. Results-oriented and impact-oriented M&E systems are not commonly used practices in Cape Verde. The national human resources currently available for independent process and impact evaluations appear limited. Need for M&E training and capacity building has been expressed by almost all partners, as well at GoCV and at the Joint Office level.

185. The National Institute of Statistics is equipped to undertake surveys and analysis at a more aggregated level and for respective indicator development or verification.

186. The Ministry of Finance has started to establish an M&E system for the Millennium Challenge Account<sup>74</sup>. No statement can be made about the quality of the design of the system or its implementation.

187. As an additional source of evaluation capacity, evaluation consultants might be also sourced at the regional level (from West Africa, for example Guinea Conakry, a country where an evaluation society with well trained consultants has been established), or in other Lusophone countries (such as Brazil) at public and private entities with special evaluation foci.

## F. Overall evaluability assessment of the DAO pilot

### Evaluability of DAO

188. DaO in Cape Verde is in the early stage, although the Joint Office model has facilitated progress in meeting fundamental milestones such as the One Office and One Leader. National ownership and satisfaction levels of GoCV are very strong.

189. Currently, the One Programme Document is in a drafting stage, the One Budgetary Framework is in a first draft, and RBM and the M&E system have not started to be designed. However, the One Programme can draw on strengths and learn from the weaknesses of past inter-agency cooperation among the four ExComs and the joint programmes already under implementation.

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<sup>73</sup> While joint programming is the more widely practiced modality under UNDAF only involving agreement among agencies on common outcomes. Joint programmes are the more ambitious and tightly managed units involving fully integrated design and implementation between agencies.

<sup>74</sup> The Millennium Challenge Account has allocated USD 110 million for a five-year compact for Cape Verde.

190. The One Programme, with its thematic pillars and sub-programmes, reflects strategic thinking, responsive programming, and alignment with national priorities. However, UNCT will need to develop a clear vision statement and strategy regarding the strategic intent of the overall design, a more articulate programme logic and clearer criteria for the cluster. In this context, efforts in mainstreaming cross-cutting issues should be analysed as well.

191. An RBM and M&E system with SMART indicators and outcomes is urgently needed. This will facilitate a substantive and high quality evaluation process in 2009/2010. In addition, a coherent logic underlying the four thematic pillars is required.

## **Recommendations to address outstanding issues related to the DaO**

192. The DaO pilot in Cape Verde can build on the achievements of the Joint Office—the existence of One Office, the institution of One Leader and the common set of business practices. However, there are a number of outstanding issues regarding the Joint Office that need to be settled, as they could hamper the further development of the pilot. These include the signature of the MoU between the ExCom agencies, the clarification of the legal status of the Joint Office and the introduction of an adequate human resources management.

193. There are concerns that the visibility of mandates of ExCom agencies may have been compromised. This needs to be addressed as the agencies move to DaO. The RC needs to continue to represent the ExCom agencies with technical support from Assistant Representatives or Focal Points with links to individual Excom Agencies. The RDT and Headquarters of the ExCom agencies should be more active in their support to the Joint Office.

194. With the growing number of NRAs, the RC will increasingly have to assume the core task of representing the whole UN system. This may limit his or her ability to adequately represent the four ExCom agencies. It is therefore recommended that the RC be seconded by Assistant Representatives or Focal Points who can take care of business related to the ExCom agencies and who would be represented in the UNCT. These could be heads of units in the Joint Office, who are mostly national officers.

195. The involvement of a large number of agencies in the One Programme in country and the relationship between the Joint Office and NRAs appears to be a sensitive issue. It needs to be ensured that Cape Verde has access to the full range of mandates, resources and expertise of the UN system. In the course of the implementation of the One Programme, the GoCV might have to demonstrate a greater selectivity of NRAs in line with national needs and priorities.

196. A Code of Conduct document setting out the role and responsibility of the RC *vis-a-vis* an enlarged UNCT through the One Programme should be drafted, endorse, and applied consistently. The composition of the UNCT should also be reviewed. The core UNCT should comprise heads of UN organizations, both resident and non-resident, with decision-making power. In this core UNCT, the RC should continue to formally represent the ExCom agencies. An expanded UNCT should also comprise the Assistant Representatives or Focal Points of the Joint Office for the discussion of technical matters.

197. The current NRA Coordination Analyst is a national staff's post. This classification may be insufficient to fulfill the instrumental role of negotiating technical and financial assistance between senior

officials from the GoCV and NRAs. The role of the NRA Coordinator Analyst should become clearer and more prominent under the One Programme implementation process. Since the proportion of NRA activities will be expected to increase over time under the One Programme, there is also a greater need to institutionalize contact.

198. An economist or financial analyst with in-depth knowledge of the UN system should be involved with the evaluation team members in 2009/2019. For the evaluation, indicators or evaluation criteria, such as example ratio overhead cost to programme cost (management budget in relation to programme budget), should be introduced.

199. As the RBM and M&E system is a particularly weak area in the One Programme so far, special attention has to be paid to it and time and resources should be invested. This involves the following:

- a. An intervention logic interlocking the different levels—policies, programmes and projects related to the four thematic pillars related to the GoCV priorities—should be established, with a vision statement, SMART objectives and indicators, sources of verification and risks. This would demonstrate how to put in place a system to monitor and evaluate truly joint, inter-agency and inter-ministerial programmes.
- b. An aspect often neglected is setting aside funds for the design, implementation and running of the M&E system. Funds could be pledged, for example, through the Transformation Fund, since introducing M&E as good practice is part of change management. The latter could be included into budgets attached to outputs in the output and resources matrix as a percentage; three to five percent of the respective programme budget is typically recommended.
- c. The M&E system should be in line with national systems. A small working group on M&E should be established with the GoCV, in particular with the entity in charge in the Ministry of Finance and the Institute for Statistics, to work jointly on the design. Agencies that have specialized M&E experience and/or are involved in the foreseen implementation of the joint projects should be involved. This approach needs to have buy-in from the Headquarters of the involved agencies, as increased effort and human resources will likely be required. The M&E Committee proposed in the One Programme Document should be put in action, with Terms of Reference, concrete milestones in development of intervention logic, and a monitoring system according to state-of-the-art practice.

# Annex 1: Terms of Reference

## UNEG Evaluation of DaO UN Pilots

### Terms of Reference for Evaluability Study in Cape Verde

(12-23 March 2008)

#### Background

In November 2006, the Secretary-General's High-level panel on UN System-wide coherence published the report 'Delivering as One'. It put forward a comprehensive set of recommendations including the establishment of One UN pilot initiatives at the country level, with One Leader, One Programme, One Budget, and where appropriate, One Office. The recommendations were largely grounded in General Assembly resolution 59/250 adopted in 2004, which provided guidance for joint offices and a rationalization of UN country presence.

The recommendations to establish pilots at the country level were met with great interest in the UN system, and by the end of December 2006, eight governments had expressed interest in joining this initiative. By February 2007, eight countries had asked the UNDP Administrator in his capacity of chair of the UNDG to support their pilot initiatives: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam.

Following discussions by the High-level Committee on Programmes (HLCP) on 20-21 March 2007, the Chief Executives Board, in its meeting in Geneva, Switzerland, on 20 April 2007, called on UNEG to undertake an evaluation of the pilots that would focus on design and progress, to be followed at a later date by an evaluation of results and impact<sup>1</sup>.

To this end, UNEG established a management group to oversee the design and implementation of the evaluation, co-chaired by the heads of the evaluation services of UNICEF and FAO<sup>2</sup>. A comprehensive process of consultations was initiated that resulted in the basic design of the evaluation. Main elements of the design were, as a first step, an evaluability study to be reported in March 2008 covering country and UN systemic mechanisms put in place for implementing the reforms. A second step would be a process evaluation of the pilot experience to be accomplished by September 2009. The last step would be an evaluation of the results and impacts of the pilot experience, for delivery to the HLCP by September 2011.

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<sup>1</sup> Exact phrasing "called upon UNEG to urgently establish the substantive parameters and process for the evaluation of pilots, and requested to be kept fully informed of progress."

<sup>2</sup> A DaO evaluation interim manager/coordinator was appointed as from 1 January 2008 who is a senior staff member of the Evaluation Office of UNICEF.

At its meeting on 20-21 September 2007, the HLCP endorsed the overall evaluation in its report to the Chief Executives Board as well as the first step, an assessment of the evaluability of the Delivering as One Initiative by March 2008. This study would assess the process to date, plans, targets and tools. The study would provide lessons and independent advice to country teams to improve the quality of their planning. UNEG agreed that “the evaluability study to be completed in March 2008 would be substantive and would examine both the scope of the plans drawn up by country teams and criteria such as those indicated by members of the HLCP (including, inclusivity, diversity, openness of the process and how the single programme corresponded to national priorities)”. This same meeting stressed the need for timely feedback from evaluation for management decision making on the future of Delivering as One.

The evaluability studies to be conducted by UNEG will benefit from a separate initiative launched by the Deputy Secretary-General to request governments of the eight pilot countries to provide additional information on the anticipated benefits and impact on national ownership so far. These assessments by governments will be complemented by a ‘stocktaking’ exercise to be conducted by the chair of the UNDG with UNCTs and organizations overseeing the pilots.

The new resolution of the Triennial Comprehensive Policy Review adopted by the General Assembly on 18 December 2007 encourages the Secretary-General to support programme country pilots countries to evaluate and exchange their experiences with the support of UNEG. The emphasis is hence on UN system support to the evaluation by the programme countries themselves. In addition, the resolution calls for an independent evaluation of lessons learned from these efforts for consideration of Member States, without prejudice to a future inter-governmental decision.

The self-assessments of the DaO pilots by the governments of the eight countries are now fully mandated by the Triennial Comprehensive Policy Review and provide an important frame of reference for the UNEG evaluability studies. On the one hand, the UNEG evaluation process will closely follow these self-assessments and possible exchanges of experiences among DaO pilot countries. On the other hand, emerging findings of the UNEG evaluability studies can be brought to the attention of DaO pilot countries and contribute to the self-assessments.

## **Evaluation of the DaO Programme and pilots (2007-2011)**

The main elements of the evaluation design include the following:

- a) An evaluability study to be carried out at the country and UN systemic levels, that is, a technical assessment of design of the pilots and mechanisms put in place for implementing the reforms (mission reports are to be made available as soon as possible and the synthesis report is due in March 2008)<sup>3</sup>.
- b) In 2009, a synthesis of the self-assessments done by the pilots during 2008 and a UN systemic process evaluation of the pilot initiative for delivery to the HLCP (the synthesis

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<sup>3</sup> Due to a delay in the start-up of the DaO evaluation process and constraints to the planning of country visits the overall study is not likely to be completed before the end of April 2008.

report is due in September 2009 and will contribute to the preparation of the Triennial Comprehensive Policy Review<sup>4</sup> of 2010).

- c) An overall evaluation of the results and impacts of the pilot experience, for submission to the HLCP (due in September 2010 / 2011).

### ***First step: Conduct of evaluability studies (January-March 2008)***

The evaluability study of the Delivering as One of each of the pilots and as a whole is a technical assessment of the basic parameters that will make it possible to fully evaluate at a later stage both the results of the programmes and of the pilots, and of the processes that will lead to these results. These parameters comprise:

- a) Quality of the design for the achievement of results, that is, the existence of clear objectives and indicators to measure results at a later stage.
- b) Initial appraisal of processes for the optimal involvement of relevant national and international stakeholders (including the governments of recipient countries; civil society; the private sector; UN funds, programmes and specialized agencies; and external aid agencies).
- c) Existence of adequate sources of information to assess the achievement of results and indicators as well as of the required processes.
- d) National ownership and leadership in the evaluation process, identification of independent and credible evaluators in pilot countries who can be involved in the evaluation of process and results of the Delivering as One pilots at a later stage.

The purposes and objectives of the evaluability study include the following:

- a) Support governments and other stakeholders in the pilot countries as well UNCTs and the UN development system in identifying strengths and weaknesses in the design of their respective Delivering as One initiatives to inform immediate corrective measures, monitor progress and enable self-assessments.
- b) Allow governments, other stakeholders as well as the UNCT and the UN development system to receive immediate feedback on processes for the involvement of relevant and international stakeholders.
- c) Allow stakeholders to establish baselines and progress measurement during the implementation of the pilots for the assessment of results achievement.
- d) Allow governments, other stakeholders, and the UN development system as well as UNEG to identify national evaluators in pilot countries.

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<sup>4</sup> The Triennial Comprehensive Policy Review was undertaken by the Economic & Social Committee of the United Nations.

- e) Allow UNEG to compile information from all eight pilot countries and to synthesize information as part of a comprehensive evaluability study that will facilitate the planning of subsequent stages of the overall evaluation.

### ***Conduct of evaluability study field missions to pilot countries (January-March 2008)***

The field missions to pilot countries will take place within a very short timeframe (January-March 2008). Due to time constraints, some will have to take place in parallel.

The field missions to pilot countries will be consultative of the national government, other national and external stakeholders, all members of the UNCT and, where possible, NRAs and funding agencies.

The mission will begin its work with a series of briefings on the UNEG evaluation and will hold wind-up sessions to share its main findings and conclusions with the main stakeholders in line with purposes and objectives described above.

The reports of the missions will be provided to the UNEG coordinator within 10 days of the completion of the country visit (period to be adjusted where country visits are organized back-to-back). The reports will be structured around the parameters of the evaluability study described above. UNEG will share the reports with concerned stakeholders as soon as possible.

Requests from UNCTs to address weaknesses and shortcomings in the design and process of the Delivering as One will be shared with appropriate support mechanisms, for example UNDGO.

### ***Conduct of the evaluability study of the UN system support to Delivering as One (January-March 2008)***

Measures taken by the UN organizations to support the Delivering as One initiative will be mapped. The evaluations done by UN organizations in order to distill lessons and best practices will be reviewed. The information gathered will enable UNEG to prepare the evaluation design of the process evaluation to be conducted during 2008-2009 on the readiness of the whole UN system to support the Delivering as One Initiative.

The report to be submitted in March 2008 will cover the adequacy of the scope of the plans drawn by the UNCTs and the UN system as a whole. It will include the criteria indicated by HLCP (for example, response to national needs and priorities, inclusiveness, diversity and openness of the process).

### ***Conduct of evaluability study in Cape Verde***

Since January 2006, the four ExCom agencies in Cape Verde (UNDP, UNFPA, UNICEF, and WFP) have been working together as a 'Joint Office' with One Common Country Action Plan, One Budget (one set of business practices), One Representative and sharing One Office called the Office of the United Nations Funds and Programmes in Cape Verde, with one agency providing support services. In November 2006, the GoCV reiterated its commitment to UN reform and asked to become one of the DaO pilot countries. While the UNDAF (2006-2010) has responded to the priorities in the Growth and Poverty Reduction

Strategy Paper, other emerging national priorities, in particular the implications of Cape Verde's acceding to middle-income status and new vulnerabilities, are also considered in the One Programme, which presents a wider set of national priorities that the UN system will be able to support within the framework of DaO and in which the UN has a comparative advantage.

The DaO pilot initiative in Cape Verde is rooted in the Joint Office experience. The evaluability study therefore needs to understand DaO in the context of this approach, including the Common Country Programme, and assess benefits and challenges that arise in this regard. In Cape Verde, the DaO evaluability assessment will address concerns raised by the UN RDT, notably whether the Joint Office has enhanced the relevance and efficiency of the UN contribution to national development efforts and capacity building in Cape Verde. In Cape Verde, the evaluability study will address the following issues:

- a) To what extent has the Joint Office approach allowed for a more relevant and effective contribution of the participating UN organizations to national development efforts and what is the evidence for the results?
- b) To what extent is the Joint Office approach likely to better respond to national needs and priorities and provide access to the full range of mandates, resources and services of the UN system?
- c) What have been the managerial opportunities and challenges emerging from the implementation of the current Common Country Programme and from the Joint Office structure? What have been the efficiency gains and losses from the Joint Office approach?

The study will make full use of the independent review of the Joint Office initiative implemented in December 2006<sup>5</sup> and assess to what extent the relevant recommendations have been implemented.

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<sup>5</sup> The review was undertaken by an external consultant recruited by UNDGO based on a desk study of the relevant material as well as on interviews conducted in Rome, New York, Praia and Dakar in December 2006. Please refer to Cape Verde Review and recommendation for further details.

## **Annex 1.a Mission checklist and coverage of the reports of the field missions**

### ***A. Basic facts—history, context and scope of the DaO pilot***

- a) What was the pre-pilot situation with respect to CCA, UNDAF and the RC system?
- b) When and how was the DaO pilot conceptualized and how has it been implemented? Which national stakeholders are involved in the process (government, civil society, private sector)?
- c) What are the priorities of the government concerning DaO?
- d) What has changed since the pilot started? What has been the progress in the implementation of the ‘Ones’?
- e) What organizations are members of the UNCT? What is the role of NRAs?
- f) What is the size of the UN programme, its main characteristics and its relative importance to the country (taking into account ODA, South-South cooperation, etc.)?

### ***B. Assessment of the substantive design of the DaO pilot (4-5 pages)***

- a) What is the vision of the government and other national partners concerning DaO and what are specific expectations?
- b) To what extent does the UN system respond to specific needs and priorities of the country? How ‘tailor-made’ is the UN contribution?
- c) What is the relationship of the DaO pilot with national development plans and strategies (including poverty reduction strategy papers, sector-wide approaches, and national plans related to internationally agreed development goals, including the MDGs)?
- d) To what extent is there a strategic intent for the totality of the contribution of the UN development system?
- e) What is the relationship of the DaO pilot with other forms of external aid (e.g., budget support)?
- f) How ‘SMART’ (specific, measurable, achievable, relevant and time bound) are the objectives and indicators of the DaO pilot?
- g) How adequate is the M&E system?
- h) What other parameters need to be taken into consideration to assess the design of the DaO pilot?

### ***C. Initial assessment of the DaO pilot processes and implementation (4-5 pages)***

- a) To the extent that is there a formal agreement between the government and the UN development system concerning the objectives, the plan, and at what level in government decisions are being taken, what are the scope and main features of that agreement?
- b) What is the process in place at the national level to plan and develop the pilot concerning, for example, interaction between various parts and levels of government and the UN system, interaction of the UN system with other national stakeholders (civil society, private sector), and interaction between the UN system and other external aid agencies?
- c) How does the UN system interact with other forms of external aid (OECD-DAC and South/South)? How is the UN system perceived by other partners?
- d) How are needs and priorities of the countries reflected? What needs to be responded to by NRAs of the UN development system?
- e) How is joint programming conducted (CCA/UNDAF)? What is the importance of joint programmes?
- f) What support has there been to the process from UNDG, UNDGO and from UN regional teams and Headquarters?
- g) What has been the progress in the implementation of the Ones (One Programme, One Leader, One Budgetary Framework, One Office)?
- h) To what extent do the support systems (for example, financial and administrative procedures, human resources, information technology, procurement) support the DaO?
- i) How can the cost of the DaO pilot be assessed? How is the cost perceived by different stakeholders?
- j) What are the basic parameters that need to guide an ulterior evaluation of process?

### ***D. Assessment of the adequacy of sources of information***

- a) What are the key documents that guide the DaO pilot (government policies and strategies, UN programme documents, budgetary frameworks, documents of individual UN organizations, etc.)?
- b) What national and international stakeholders need to be interviewed for a full-fledged process evaluation?
- c) What other methods (apart from document review and interviews) should be considered to allow for greater triangulation and objectivity of information (e.g., field visits, surveys)?

Note: The mission will also contact national institutions and individuals that are specialized in evaluation and that can potentially play a role in subsequent stages of the evaluation process.

## **Annex 1.b Views of stakeholders on the start-up process**

The mission will meet with representatives of government, the UN system and other major stakeholders, including donors and seek their views on the following.

Objectives and strategic intent of the One UN pilots and the coordinated or joint programme:

- a) Are all agencies and the government well aware of the objectives and strategic intent?
- b) Do all agencies and the government agree on what the objectives of the pilot are?
- c) If not, what are the divergent views?
- d) Do all partners fully subscribe to the objectives?

With respect to plan(s) for achieving the objectives of the pilot, the coordinated or joint programme, budget and relationship to the government and UN priorities:

- a) Are all partners fully aware of the content and the implications?
- b) Do all partners subscribe to the plans, budgets, etc.?
- c) If any, what are the divergences of view?

One Leader:

- a) How is this working in practice?

Participation and process:

- a) What is the level of participation as viewed by each of the stakeholders, for their own participation and for the participation of others?
- b) What is the level of satisfaction of each of the stakeholders with the system in place for development of concepts and plans and for decision making?

Support:

- a) What is the level of satisfaction with the central UN system guidance, support with tools and methods, and monitoring and reporting requirements?
- b) Individual agencies of the UN system?
- c) How do concerned government departments view their roles in the pilot?

## Annex 2: Mission Programme in Cape Verde

### Cape Verde, 21—25 April 2008

Note: Mission members also conducted interviews in person or by telephone in Dakar, Senegal and New York, New York. Interviewees are listed in Annex 3.

Tuesday, 15 April	
13:30	Arrival at the International Airport of Praia, Santiago Island, Cape Verde <i>(Delegation Member: Ms. Tristi Nichols, Consultant)</i>
Saturday, 19 April	
22:00	Arrival at the International Airport of Praia, Santiago Island, Cape Verde <i>(Delegation Members: Mr. Backson Sibanda and Mr. Lucien Back)</i>
Sunday, 20 April	
00:15	Arrival at the International Airport of Praia, Santiago Island, Cape Verde <i>(Delegation Member: Ms. Monika Zabel, Consultant)</i>
Monday, 21 April	
08:30	Briefing with UN RC: Mrs. Petra Lantz <i>Venue: UN House</i>
09:15	Meeting with all staff <i>Venue: Meeting room on 4<sup>th</sup> floor</i>
10:30	Meeting with Minister of Foreign Affairs, Cooperation and Communities: Hon. Victor Borges <i>Venue: Ministry of Foreign Affairs</i>
13:00 – 14:30	Break for lunch
15:00	Meeting with National Partners (Joint Office Annual Work Plan Implementing agencies) organized by Ministry of Foreign Affairs/International Cooperation (i) <i>Venue: Ministry of Foreign Affairs</i>
Smaller meetings with partners may be possible during this time	
Tuesday, 22 April	
	Working session with Joint Office Management <i>Venue: UN House - Meeting room on 2nd floor</i>
	Working session with Joint Office Programme <i>Venue: UN House - Meeting room on 2nd floor</i>
	Meeting with UNCT <i>Venue: Meeting room on 2nd floor</i>
	Break for lunch

	Working session with Finance Unit (Joint Office common services) <i>Venue: UN House - Meeting room on 3rd floor</i>
	Working session with Human Resources Unit (Joint Office common services) <i>Venue: UN House - Meeting room on 2nd floor</i>
	Working session with Procurement/Travel Unit/Information and Communications Technology Units (Joint Office Common services) <i>Venue: UN House - Meeting room on 2nd floor</i>
	Working session with Joint Office Management ( <i>continued</i> ) <i>Venue: UN House - Meeting room on 2nd floor</i>
<b>Wednesday, 23 April</b>	
	Meeting with Staff Association <i>Venue: UN House - Meeting room on 3rd floor</i>
	Working session with Human Capital Development Unit (Joint Office Programme) <i>Venue: UN House - Meeting room on 2nd floor</i>
	Working session with UNODC Projects Managers <i>Venue: UN House—(UNODC) - 3rd floor</i>
	Meeting with the Executive Secretary of the Commission for Drug Control Coordination, Mrs. Cristina Andrade <i>Venue: Ministry of Justice</i>
	Working session with Coordination Unit <i>Venue: UN House — Unit room</i>
	Working session with Communication Section (Joint Office Programme) <i>Venue: UN House — Meeting room on 3rd floor</i>
	Break for lunch
	Meeting with donor representatives (Austria, France, Luxemburg, Portugal, Spain, Union European, USA-MCC) <i>Venue: UN House - Meeting room on 2nd floor</i>
	Meeting with Head of the Institute for Child and Adolescent, Mrs. Marilena Baessa <i>Venue: Institute for Child and Adolescent</i>
	Working session with the Executive Secretary of Committee for Fight Against AIDS (CCS-SIDA) <i>Venue: CCS-SIDA</i>
	Dinner <i>Venue: Quintal da Música</i>
<b>Thursday, 24 April</b>	
	Meeting with General Director of Planning, Mr. Manuel Pinheiro <i>Venue: Ministry of Finances</i>
	Meeting with Head of Platform of Non-governmental Organizations,

	Mr. Avelino Bonifácio <i>Venue: Platform of Non-governmental Organizations</i>
	Meeting with General Directorate for Environment, Mrs. Vera Figueiredo Venue: UN House — Consultant room
	Meeting with Head of the National Institute of Statistics, Mr. António Duarte Venue: National Institute of Statistics
	Meeting with General Director for Health, Dr. Jacqueline Pereira Venue: Ministry of Health
	Break for lunch
	Meeting with General Director for Social Solidarity, Ms. Ana Morais Venue: Ministry of Labour, Family and Solidarity
	Meeting with General Director for Primary and Secondary Education, Ms. Cláudia Silva Venue: Ministry of Education
<b>Friday, 25 April</b>	
	Working session with operations section on transactions costs and savings Venue: UN House — Meeting room on 3rd floor
	Debriefing with RC, UNCT, Programme, Operations and Coordination Sections Venue: UN House - Meeting room on 2nd floor
	Break for lunch
	Debriefing with all staff Venue: UN House - Meeting room on 2nd floor
	Debriefing with General Director a.i. for International Cooperation, Mr. Alcides Barros and the team Venue: Ministry of Foreign Affairs
<b>Saturday, 26 April</b>	
	Departure to Lisbon (Mr. Lucien Back)
	Departure to Dakar ( Mr Backson Sibanda)
<b>Sunday, 27 April</b>	
01:05	Departure to Lisbon (Ms. Tristi Nichols and Ms. Monika Zabel)

## Annex 3: People consulted

National partners invited by General Director of International Cooperation (Ministry of Foreign Affairs) to participate in the 21 April meeting.

General Directorate of Planning (General Director)  
National Commission for Elections (Head of)  
General Directorate for Local Governance (General Director)  
State Reform Coordination Unit (Coordinator)  
Operational Nucleus of the Society of Information (Manager)  
Commission for Drug Control Coordination (Executive Secretary)  
National Commission for Human Rights (Head of )  
General Directorate for Social Solidarity (General Director)  
General Directorate for Youth (General Director)  
Ministry of Employment Qualification (Cabinet Director of Minister)  
National Institute of Statistics (Head of)  
Institute for Child and Adolescent (Head of)  
Institute for Gender Equality and Equity (Head of)  
General Directorate for Environment (General Director)  
National Institute for Meteorology and Geophysics (Head of)  
National Institute for Water Resources Management (Head of)  
National Service for Civil Protection (Head of)  
Cabinet for Studies and Planning of Ministry of Education (Director)  
General Directorate for Primary and Secondary Education (General Director)  
Institute of Social School Action (Head of)  
General Directorate for Health (General Director)  
National Programme for reproductive health  
Committee for Fight against Aids Coordination (Executive Secretary)  
Non-governmental Organizations Platform (Executive Secretary)

### Government of Cape Verde

Cristine Andrade, CCCD  
Maria Teresa Aranjó, DGEBS/MEES

Marilena Catunda Baessa, Ministério de Trabalho, Família e Solidariedade, Instituto Caboverdiano de Criança e do Adolescente

Alcides Barros, Ministério dos Negócios Estrangeiros, Cooperacao e Comunidades, Direcção Geral da Cooperacao Internacional

Orlando Borja, CNDHC

Margarida Cardoso, GEPC—Ministério da Saúde

Jesus de Carvalho, Direcção Geral da Saúde

Dr. Artur Correia, Comité de Coordenação do Combate a Sida

Narciso Correia, SNPC

António Duarte, Instituto Nacional da Estatística

Jackson Gomes, Ministério de Trabalho, Família e Solidariedade, Instituto Caboverdiano de Criança e do Adolescente

Vera Figueiredo, Direcção Geral do Ambiente

José Levy, INMG

Mário Maques, Instituto Caboverdiano de Igualdade, Igualdade, e Género

Sónia Martins, Ministério dos Negócios Estrangeiros, Cooperacao e Comunidades, Direcção Geral da Cooperacao Internacional

Ana Maria Morais, Ministério de Trabalho, Família e Solidariedade, Direcção Geral da Solidariedade

Justino Miranda, Gabinete de MAPMQE

Felisbeto Moreira, ICASE

Dr. Carlos Motta, Comité de Coordenação do Combate a Sida

Jaqueline Manuela Pereira, Direcção Geral da Saúde

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## **Civil society organization**

Avelino Bonifácio Lopes, Plataforma dos ONGs

## Annex 4: Key documents consulted

### General, UNDG documents, and UNEG documents

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### Documents specific to the United Nations in Cape Verde

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Tuinenburg K, ‘Review of Cape Verde Pilot Joint Office’, final report, 16 February 2007.

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## Annex 5: Survey templates

### **UNEG EVALUATION OF DaO UN PILOTS EVALUABILITY STUDIES IN EIGHT DaO PILOT COUNTRIES SURVEY AMONG UN ORGANIZATIONS (CAPE VERDE)**

The United Nations Development Group (UNEG) is currently implementing the first phase of the evaluation of the DaO pilots. The first phase consists of an assessment of the evaluability of the pilots, i.e. the identification of the basic parameters against which the pilots can be evaluated.

As part of this first phase, the UNEG team would like to gauge views and perspectives of all UN organizations (funds, programmes, specialized agencies, non-resident agencies) that are active in Cape Verde.

This questionnaire should be completed by the focal point for support to Cape Verde.

Please send the completed questionnaire back to us by COB Friday 25 April 2008. The questionnaire should be sent to: [tnichols@manitouinc.com](mailto:tnichols@manitouinc.com), [crossxculture@aol.com](mailto:crossxculture@aol.com), [backson.sibanda@unodc.org](mailto:backson.sibanda@unodc.org), [lback@unicef.org](mailto:lback@unicef.org)

**Name of organization**

**Name and function of the respondent to this survey:**

**E-mail address:**

**Date:**

1. How has your organization been involved in the Joint Office/DaO pilot?
2. How strongly have your immediate national partners (government, civil society, private sector, etc.) been involved in the Joint Office/DaO pilot?
3. What have been the **top three** factors affecting the involvement of your organization in the Joint Office/DaO pilot?
4. What are the **top three** benefits you think will the Joint Office/DaO pilot have?
5. What are the **top three** risks or possible disadvantages that may exist in your view?
6. Please rate your overall satisfaction with the Joint Office/DaO pilot process on a scale of 1-10 (1 the least and 10 the most).

Rating \_\_\_\_\_ Please explain your rating.

7. What suggestions do you have for improvement of the Joint Office/DaO pilot?

**UNEG EVALUATION OF DaO UN PILOTS  
EVALUABILITY STUDIES IN EIGHT DaO PILOT COUNTRIES  
SURVEY AMONG STAFF OF THE JOINT OFFICE  
(CAPE VERDE)**

The United Nations Development Group (UNEG) is currently implementing the first phase of the evaluation of the DaO pilots. The first phase consists of an assessment of the evaluability of the pilots, i.e. the identification of the basic parameters against which the pilots can be evaluated.

In Cape Verde, the UNEG team would like to gauge views and perspectives of staff of the all UN organizations (funds, programmes, specialized agencies, non-resident agencies) that are active in Cape Verde.

Please send the completed questionnaire back to us by COB Friday 25 April 2008. The questionnaire should be sent to: [tnichols@manitouinc.com](mailto:tnichols@manitouinc.com), [crossxculture@aol.com](mailto:crossxculture@aol.com), [backson.sibanda@unodc.org](mailto:backson.sibanda@unodc.org), [lback@unicef.org](mailto:lback@unicef.org)

**Name of organization**

**Name and function of the respondent to this survey:**

**E-mail address:**

**Date:**

1. What is the difference between the Joint Office and the DaO pilot in your understanding?
2. What has been your involvement with the Joint Office/DaO pilot and how have the changes affected you and your work?
3. How strongly have your immediate national partners (government, civil society, private sector, etc.) been involved in the Joint Office/DaO pilot?
4. What have been the **top three** factors affecting the involvement of your organization in the Joint Office/DaO pilot?
5. What are the **top three** benefits you think will the Joint Office/DaO pilot have?
6. What are the **top three** risks or possible disadvantages that may exist in your view?
7. Please rate your overall satisfaction with the Joint Office/DaO pilot process on a scale of 1-10 (1 the least and 10 the most).
8. Rating \_\_\_\_\_ Please explain your rating.
9. What suggestions do you have for improvement of the Joint Office/DaO pilot?

## Annex 6: One programme – 10 sub programmes, lead and supporting UN organizations (*text in French follows*)

The 10 subprogrammes of the 2008-2010 One Country Programme are as follows:

- 1) Successful graduation of Cape Verde from the Least Developed Countries category and insertion in the world economy, including: assistance with graduation; assistance with the subsequent process of accession to membership in the World Trade Organization (WTO); assistance with the design of investment planning and promotion instruments; and assistance connected with the institutional environment of support for export firms. Lead agency: UNCTAD, supported by ITC, FAO and UNIDO (members of the United Nations Chief Executives Board Interagency Cluster on Trade and Productive Capacity).
- 2) Enhancement of security, including: support for the country's efforts in the area of security; law enforcement and effective administration of justice; in particular, enhancement of the national capacity to combat drugs and organized crime and protect public security. Lead agency: UNODC, supported by ITU, IOM, UNDP, UNESCO, UNFPA, UN-HABITAT, UNHCR and UNIFEM.
- 3) Consolidation of democracy, including: effective and efficient response by decentralized government and local development to the social and economic concerns of the local population. Lead agency: UNDP, supported by UNICEF.
- 4) Competitiveness, small and medium-sized enterprises and productive jobs, including: assistance to help the Government create an international-class business environment; efficient support services for the creation and development of firms and jobs; diversified, competitive and job-creating production structures; special programmes to bring young people, women and vulnerable groups into working life; and national and local institutional capacity geared to leadership, excellence and results. Lead agency: UNIDO, supported by ILO, the World Bank, UNCTAD, ITU, FAO, IOM, UNAIDS, UNDP, UNCDF, UNESCO, UNFPA and UNIFEM.
- 5) Poverty reduction, including: support for the most vulnerable inhabitants in order to integrate them into development mechanisms through appropriate policies and programmes; and involvement of vulnerable inhabitants in the development and promotion of entrepreneurship in order to improve their insertion in economic and social structures. Lead agency: UNFPA, supported by ADB, ILO, UNCDF, UNDP and UNICEF.
- 6) Energy, environment, disaster prevention and response, including: assistance to national agencies in the use of strategic and legal systems and environmental monitoring and management mechanisms. The public is involved in the safeguarding and managing of natural resources, as the national heritage and wellspring of economic development, while national agencies and civil society are responsible for preventive management and response in the event of disaster (drought, volcanic eruption, chemical disaster ...).

- 7) Education, including support for the most vulnerable inhabitants to help them exercise their right to sustainable and high-quality education and vocational training. Lead agency: UNESCO, supported by ILO, FAO, UNAIDS, WFP, ITU, UNFPA, UNICEF, UNIDO and UNIFEM.
- 8) Youth, helping young people to exercise their right to be active participants in the country's development, encouraging volunteerism and building civil society institutions and organizations. Lead agency: UNFPA, supported by UNICEF and UNV.
- 9) Social welfare, including support for national and municipal institutions in order to provide an effective and sustainable social welfare system. Lead agency: UNICEF, supported by WHO, UNAIDS, WFP, UNDP and UNFPA.
- 10) Health, including enabling national institutions to implement and monitor enforcement of human rights in the area of health services. Lead agency: WHO, supported by FAO, ONODC, UNAIDS, WFP, ITU, UNFPA and UNICEF.

Les 10 sous-programmes du Programme Unique 2008-2010 sont les suivantes:

- 1) **Réussir à la graduation économique et l'insertion dans l'économie mondiale** en incluant: l'assistance au processus de sortie du statut de Pays Moins Avancé du Cap-Vert, l'assistance liée au processus de post accession à l'Organisation Mondiale du Commerce (OMC), l'assistance liée au développement d'instruments de planification et promotion des investissements et l'assistance liée à l'environnement institutionnel d'appui aux entreprises exportatrices. Agence leader CNUCED avec l'appui de CCI, FAO et ONUDI (membres du Groupe Inter agences sur le Commerce et Capacités Productivités du CEB)
- 2) **Renforcement de la sécurité** en incluant : l'appui au processus de graduation du pays dans le domaine de la sécurité, l'application de la loi et l'efficacité dans l'administration de justice; spécifiquement dans le renforcement des capacités nationales pour lutter contre la drogue et la criminalité organisée et assurer la sécurité des citoyens. Agence Leader ONUDC avec l'appui de ITU, OIM, PNUD, UNESCO, UNFPA, UN-HABITAT, UNHCR et UNIFEM.
- 3) **Consolidation de la démocratie** en incluant : la réponse efficace et efficiente du pouvoir décentralisés et le développement local aux préoccupations socio-économiques des populations locales. Agence Leader PNUD avec l'appui de UNICEF.
- 4) **Compétitivité, petite et moyenne entreprises et emplois productifs** en incluant : l'assistance au gouvernement pour un environnement des affaires de classe internationale et des services d'appui performants pour la création et le développement des entreprises et des emplois, un tissu productif diversifié, compétitif et créateurs d'emplois, des programmes spéciaux visant à l'intégration par le travail des jeunes, des femmes et groupes vulnérables sont mis en œuvre, et des capacités institutionnelles nationales et locales tournées vers le leadership, l'excellence et les résultats. Agence Leader ONUDI avec l'appui de BIT, BM, CNUCED, ITU, FAO, OIM, ONUSIDA, PNUD, UNCDF, UNESCO, UNFPA et UNIFEM.

- 5) **Lutte contre la pauvreté** en incluant : l'appui aux populations les plus vulnérables pour les intégrer dans les mécanismes de développement à travers des politiques et programmes appropriés et la participation des populations vulnérables au développement et à la promotion de l'entrepreneuriat promue pour assurer leur meilleure insertion dans le tissu économique et social. Agence leader UNFPA avec l'appui de BAD, BIT, FENU, UNDP et UNICEF.
- 6) **Energie, environnement, prévention et réponse aux désastres** en incluant : l'appui aux institutions nationales pour l'application des cadres stratégiques et légaux ainsi que les mécanismes de suivi et de gestion de l'environnement, les populations sont impliquées dans la sauvegarde et la gestion des ressources naturelles en tant que patrimoine national et source de développement économique, et les institutions nationales et la société civile assurent la gestion préventive et la réponse aux désastres (sécheresse, éruption volcanique, catastrophe chimique...).
- 7) **Education** en incluant: l'appui aux populations les plus vulnérables en exercent leurs droits à l'accès aux services d'éducation et de formation professionnelle durables de qualité. Agence Leader UNESCO, avec l'appui de BIT, FAO, ONUSIDA, PAM, UIT, UNFPA, UNICEF, UNIDO et UNIFEM.
- 8) **Jeunesse** en appuyant les jeunes pour exercer leurs droits de participation active dans le développement du pays, à travers la promotion du volontariat et le renforcement des institutions et organisations de la société civile. Agence Leader UNFPA avec l'appui de UNICEF et UNV.
- 9) **Protection sociale** en incluant l'appui aux institutions nationales et municipales pour assurer un système de protection sociale efficace et durable. Agence Leader UNICEF avec l'appui de OMS, ONUSIDA, PAM, PNUD et UNFPA.
- 10) **Santé** en incluant que les institutions nationales assurent la mise en œuvre et le suivi des progrès dans la réalisation des droits humains relatifs aux services de santé. Agence Leader OMS avec l'appui de FAO, ONUDC, ONUSIDA, PAM, UIT, UNFPA, et UNICEF.