



# Cape Verde



## Stocktaking Report

# “Delivering as One”

### 2008 Progress and Challenges

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## Overview of Progress in the Delivering as One

The most pressing objective shared by the Government and the UNCT was to approve and launch the One UN Programme. After several meetings between Government officials and the UNCT, and a final technical validation meeting involving Line and Central Ministries and participating UN Agencies, the “One Programme” was signed and launched on 1<sup>st</sup> July 2008. The launch took place during the biannual meeting of the Groupe d’Appuie a la Transition (GAT) that brings all resident and non-resident development partners to Cape Verde to dialogue and discuss support to Cape Verde within the context of its graduation from LDC status which took place at the beginning of 2008. Several of the sub-programmes within the One UN Programme do indeed focus on the specific needs relating to the graduation and to the ambitious economic transformation agenda of the country, including its recent membership of the WTO and its special partnership status with the European Union.

With its broad specialized UN Agency participation, the One UN Programme is able to better respond to new and emerging needs such as promotion of Cape Verde’s integration in the world economy, while not losing the perspective of providing support to the attainment of the MDGs by 2015. What should be stressed is that Cape Verde is well on track to meet the MDGs - in health the targets have in fact already been met



- and in many instances national policy objectives are set to be more ambitious than the MDG targets. It should be noted that the UN is also an important development partner to Cape Verde in financial terms, being the 6<sup>th</sup> largest provider of grant assistance to the country.

## 1. *Government leadership, ownership and UN alignment with national priorities*

The Government leadership and engagement in the DaO has been strong. The reform process which begun with the Joint Office has in fact been highly encouraged by the Government which demands a more relevant, user-friendly and effective UN. Thus, the Steering Committee for Delivering as One UN is co-chaired by the Minister of Foreign Affairs and by the UN RC.

The General Directorate of International Cooperation (DGCI) and the General Directorate of Planning (DGP) have been involved at all stages in the process. Each of the sub-programmes has been prepared jointly by Line Ministries and participating UN Agencies under the overall guidance of the DGCI and DGP, according to national priorities for resource allocations. The



One UN Programme was aligned with the GPRSP to cover the period 2008-2011. Recently, Government's monitoring of the One Programme has also been centered on how the Programme can more effectively meet the needs of those most adversely affected by the global financial crisis.

Additionally, the Budget Support funding modality is increasing in Cape Verde and 7 Development Partners are currently providing direct support to the National Budget, thus enhancing alignment with national priorities and processes.



## 2. *Delivering as One focus for 2009*

In 2009, the key priority is for the One UN Programme to be fully operational and generate results. For this, the finalization of a Monitoring and Evaluation Framework for the One Programme will also be a key priority. It is important that this is fully aligned with the National M&E framework. While the Programme should retain its focus on strengthening strategic support to the country's graduation process, it will also pay special attention to the impact of the financial crisis on the country.

Other key objectives for 2009 include resource mobilization for the One Fund. For this, reporting on results will be a key requirement as will be the finalization and implementation of a DaO Communication Strategy.

Being a late-starter among the pilots, DaO in CV intends to make optimal use of the experience of the other Delivering as One pilot countries in aspects such as reporting, M&E framework and communication strategy.



## Analysis of Changes and Results at the Country Level in 2008

### A. Functioning of the UN System

#### ***3. Savings that can potentially be used for development programmes in the country***

Here we can so far only report on the results from the reform process as it relates to the Joint Office (JO) which is the common administrative mechanism for the functioning of UNDP, UNFPA, UNICEF and WFP in Cape Verde, with One Leader, One Programme (now fully integrated in the broader DaO One Programme), One Budgetary Framework, One Office and One set of business practices – which with regard to reporting and planning still constitutes work in progress.

The 2008 total operating costs combining JO expenditures are 12% lower than in 2005 in spite of inflation, dollar fluctuation, and rising costs related to staff salaries and turn-over of international staff with associated higher costs.

General operating expenditures tend to drop every year and were in 2008, 36% lower than in 2005, despite rapidly increasing costs of fuel, electricity and water.

The Government is eager to see these savings channeled into development programmes that respond to emerging national priorities.

#### ***4. Impact of DaO on transaction costs within the UN System and with the Government***

HACT implementation for the JO since 2006 has reduced transaction costs for Government and other partners. The fact that Government and partners in civil society as well as development partners can access UNICEF, UNFPA, UNDP and WFP through one door, through One Programme and through One Planning and Review process is also impacting on transactions costs. Within the JO transaction costs can be further reduced through agreement on One common reporting format which needs to be supported at other levels than just country level.



### ***5. Funding flows to Delivering as One process***

2008 constituted the first year of fund-raising for the One Programme under DaO using the modality of the One Transition Fund. So far US \$ 5.8 million have been mobilized from the Governments of Austria, Norway and Spain. Only the Government of Spain made a multi-year contribution.

In addition, the Government of Luxembourg has been and continues to provide important financial support to the One Programme under the Joint Office. This has been reflected in the available resources for the One Programme under DaO.

### ***6. More coherent UN programming to support national development priorities***

So far more coherent results in support of national priorities have mainly been achieved through the One Programme under the Joint Office, e.g. integrated health services such as for maternal and peri-natal health, birth registration in the maternities, combined school-feeding and water and sanitation initiatives, UNFPA/UNDP joint initiatives on migration and development, joint UNIFEM, UNFPA, UNDP activities on culture and women's empowerment.

The Integrated Framework has also been a good example of more coherent programming under the broader DaO, with the production of a Joint Diagnostic Study on Cape Verde's integration in the world economy in 2008, financed from Agency specific resources and involving UNCTAD, UNDP, ITC, IMF, WTO and the World Bank, under the leadership of the Ministry of Economy.

### ***Full range of mandates, resources and expertise...***

The most significant result so far is the fact that 21 UN Agencies have come together under the DaO to bring additional resources and expertise to national priority objectives such as trade promotion, economic transformation and human security concerns such as combating narco-trafficking.

### ***...also from Non-Resident Agencies***

Only 6 of the Participating Agencies are resident Agencies (FAO, UNDP, UNFPA, UNICEF, WHO and WFP). Constant dialogue and communication among the 21 Agencies (resident and NRAs) have built stronger links and understanding of Agency expertise and mandates. Of the 9 sub-programmes under the DaO One Programme, three are NRA-led (by UNCTAD, UNIDO and UNESCO respectively); another is under the leadership of UNODC which has a National Programme Adviser in Cape Verde. For the cross cutting issues on Gender and Human Rights UNIFEM is leading (through a National Gender Adviser) together with OHCHR (NRA).

During a Special Session on Cape Verde organized in Geneva on 22 September 2008 as part of the UNCTAD Trade and Development Board, which included an allocution of the Prime Minister and participation of the Minister of Economy and the UN Resident Coordinator, information on both the One UN Programme and the UNCTAD-led sub-programme was shared with the international community based in Geneva.

As a result of the 19th September UNCT meeting held in Dakar, the distinction of Non-Resident and Resident Agencies has been removed, as well as the distinction

between expanded and normal UNCT meetings – all Agencies are now “Participating Agencies” and are invited to all the UNCT meetings. Cape Verde provides a model where 1. “Residency” is the result of operative relevance (based on governmental operational priorities) 2. “Residency” should not be related to either the existence of formal host country agreements between the



host country and individual UN Agencies/Programmes, or the staffing situation of each individual Agency/Programme (international versus national) in the country.

### ***7. Impact of the DaO process on the cooperation between the UN System and the Bretton Woods Institutions.***

UN Reform efforts in Cape Verde both through the JO and the DaO are strengthening the UN position in the country and as such also promote closer relations with the Bretton Woods Institutions. The UN RC leads the Development Partners Group on behalf of the partners, and has in this capacity in 2008 convened meetings to discuss findings of the Budget Support Group, meetings with joint World Bank and ADB budget support planning missions, as well as a development partners’ consultation on the Country Assistance Strategy of the World Bank.



## **B. Change Management and Business Practice**

### ***8. More efficient and effective business practices***

The lessons learned during the JO with One Office with Common Services, One set of business processes and One Operations and Finance Unit are a good stepping ground for the DaO. The JO uses only one bank instead of two, generating cost-savings since the bank agreed on taking into account the global financial input from the JO to set lower transaction costs. The same applies to the travel agency services, office security and office cleaning services

The UN house is already functioning (housing WHO, UNDP, UNFPA, UNICEF, WFP, UNODC and UNIFEM). Other Agencies, most recently FAO, have manifested their interest in establishing in this space.

An area that remains unresolved within the Joint Office is the continued need for quadruple annual reporting. This requires attention beyond the country level.

For the DaO, we will attempt to replicate best practice from the other pilot countries.



## C. Impact of Delivering as One on Development Results

### 9. Major achievements that enhanced the UN System's capacity to support the country's development

- The signature of the One Programme on the 1st of July was clearly a mile-stone for the reform efforts, as is the broad participation of NRAs in the One Programme bringing additional and development context relevant expertise to the country;
- Finalization of UNCT Terms of Reference/Code of Conduct; UNCT agreement on resource allocation criteria under the Transition Fund;
- The key resource mobilization events led by Government, including the Geneva meeting in September referred to above, an event arranged in New York in November by the Cape Verdean Ambassador to the UN, and the appeal to development partners by the Minister of Foreign Affairs at two subsequent GAT meetings to invest in the One Transition Fund since this would help Cape Verde's transformation and modernization process.

### 10. *Impact of the DaO approach on the application of cross-cutting issues*

The JO One Programme was reviewed in order to better respond to the impact of the global financial crisis, especially the impact on the most vulnerable groups; the DaO Sub-Programme on Graduation and insertion into the world economy is also attentive to the crisis, for example through UNCTAD policy advice and capacity building activities in the area of external debt.

On Gender, UNIFEM has brought important expertise to the UN system. The National Adviser is a member of the main working groups of the One Programme and also provides support to the 9 sub-programmes. UNIFEM is also part of the M&E group, Evaluation Team for requests to the Transition Fund, and the Communication working group.



Four Sub-programmes have thus included specific Gender programmes, namely on Violence against Women, Gender-based budgeting, economic opportunities for women, and promotion of women's access to professional training in the fast developing sector of tourism. Moreover, the National Institute for Gender Equality and Equity (ICIEG) requested UNIFEM technical support to mainstream gender into the PSRP II.

In addition to the global financial crisis and gender issues, the One Programme pays special attention to the following cross-cutting issues: capacity development, the fight against HIV/AIDS, communication for development and human rights. OHCHR is partnering on the latter.

Part III

## The Way Forward: Overcoming Challenges

### *11. What has been done to overcome the main challenges of 2008?*

The September agreement of the UNCT Terms of Reference/Code of Conduct was very important for UNCT work. We hope that the expanded window for DaO will promote continued funding of UN Reform efforts in the pilots in order to promote results and consider heavy start-up costs.

As already mentioned the DaO in Cape Verde is very inclusive since this best responds to national needs. Lead Agencies for the sub-programmes hold frequent conference calls and meetings with the line Ministries and Participating Agencies under the sub-programmes.



## 12. Most important remaining gaps and challenges

- Review and finalize the M&E framework linking it to national monitoring and evaluation systems;
- Validation of Resource Mobilization Strategy within the context of the opening up of the DaO funding window;
- Strengthened mechanisms for coordination among Participating Agencies;
- Enhanced harmonization of Agencies' programming cycles and mechanisms;
- Ensure UN strategic support to country's graduation process in response to multiple global crises;
- Effective communication strategy enabling: 1) the sharing of Cape Verde's unique UN Reform experience globally; 2) an improved information flow locally between the UN System and its development partners in Government and civil society;
- Putting the DaO on budget;
- Business Plan to be developed;



### Remaining Gap for the Joint Office :

- Quadruple reporting requirements
- Delays in accessing programme and management funds.

## 13. What has been done to address the gaps outlined in the Evaluability Study?

- Clarifying the relation between the JO and the DaO. This has been done; the JO is an important and integral part of DaO;
- Need to ensure agency visibility within the JO. This has been done. The JO is an administrative mechanism. The mandates of UNFPA, UNICEF, WFP and UNDP should be the ones that are visible;
- Launching the One Programme under DaO. This was done in 2008 and implementation commenced under several sub-programmes.



Below is a summary table of the One Programme in Cape Verde.

ONE PROGRAMME CAPE VERDE (2008-2011)				
I. GOVERNANCE	II. GROWTH	III. ENVIRONMENT & ENERGY	IV. HUMAN CAPITAL & PROTECTION	
SUB-PROGRAMMES	SUB-PROGRAMME	SUB-PROGRAMME	SUB-PROGRAMMES	
<b>1. ECONOMIC GRADUATION AND INTEGRATION IN THE GLOBAL ECONOMY</b> <u>Leader</u> : UNCTAD <u>Participating Agencies</u> : ITC, FAO, UNIDO, UNDP and ITU	<b>4. PROMOTION OF GROWTH AND ECONOMIC OPPORTUNITIES</b> <u>Leader</u> : UNIDO <u>Participating Agencies</u> : ILO, UN-HABITAT, UNCTAD, ITU, FAO, UNAIDS, UNDP, UNCDF, UNESCO, UNFPA, UNIFEM, UNICEF, IOM and IMF.	<b>5. ENVIRONMENT, ENERGY, DISASTER PREVENTION AND RESPONSE</b> <u>Leader</u> : UNDP <u>Participating Agencies</u> : UNEP, FAO, UNIDO, UN-HABITAT, UNESCO, WMO, WHO, UNFPA, UN/ISDR, UNICEF and UNOCHA	<b>6. QUALITY OF EDUCATIONAL SYSTEM</b> <u>Leader</u> : UNESCO <u>Participating Agencies</u> : ILO, FAO, WHO, UNAIDS, WFP, ITU, UNFPA, UNICEF, UNIDO and UNIFEM.	
			<b>7. YOUTH PARTICIPATION</b> <u>Leader</u> : UNFPA <u>Participating Agencies</u> : UNICEF, WHO, UNAIDS and UNV	
			<b>8. CONTRIBUTION TO HEALTH SECTOR REFORM</b> <u>Leader</u> : WHO <u>Participating Agencies</u> : UNICEF, UNAIDS, WFP, UNDP and UNFPA.	
<b>2. STRENGTHENING OF SECURITY</b> <u>Leader</u> : UNODC <u>Participating Agencies</u> : ITU, IOM, UNDP, UNFPA, UN-HABITAT, UNHCR et UNIFEM.			<b>9. CHILD AND SOCIAL PROTECTION</b> <u>Leader</u> : UNICEF <u>Participating Agencies</u> : FAO, UNODC, UNAIDS, WFP, ITU, UNFPA, and WHO	
<b>3. CONSOLIDATION OF DEMOCRACY</b> <u>Leader</u> : UNDP <u>Participating Agencies</u> : UNFPA and UNIFEM				
<b>GENDER</b> <u>Leader</u> : UNIFEM / UNFPA	<b>CAPACITY DEVELOPMENT</b> <u>Leader</u> : UNDP	<b>HUMAN RIGHTS</b> <u>Leader</u> : OHCHR	<b>COMMUNICATION FOR DEVELOPMENT</b> <u>Leader</u> : UNICEF	<b>HIV/AIDS</b> <u>Leader</u> : UNAIDS / UNODC
<b>CROSS CUTTING ISSUES</b>				

## Part IV

**Review of Lessons Learned and Good Practices by the Pilots****14. Lessons Learned and Good Practices**

Beyond the progress already mentioned, another significant lesson learned comes from the Joint Office.

In the JO framework in fact, from the programmatic angle, the Agencies greatly enhanced their mutual coordination and eliminated any duplications of their activities in several sectors. With respect to the Health sector for instance, this was not only a success itself but also a resource in the Delivering as One perspective, since the coordination achieved under the JO made the involvement of WHO in the One Programme much easier and more effective. For DaO, with respect to the budget and the resource allocation phase, considerable improvements have been registered in the coordination of activities among the Agencies at the Sub-programme level.

The JO was also pleased to be put on UNDP's acclaims list for financial management.

Last, an appeal. More attention should be paid at UN corporate level to the Joint Office. It is clearly a workable formula for small and politically stable countries and it certainly contributes to a more relevant, a more effective, a more influential and a more user-friendly UN. It would be great if the participating Funds and Programmes could share the same sense of achievement as we do at country level in order for the JO to get increased support to remove a few remaining stumbling blocks such as the current need for quadruple reporting.

## Part V

**Other Comments**

We will need corporate support to ensure a smooth WFP exit strategy from Cape Verde in 2010.

Edited by: Anita Pinto  
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