

Nations Unies



United Nations

*Le Coordonnateur Résident  
des activités opérationnelles au Cap Vert*

30 November 2007

Dear Mr. Dervis,

As requested, the UN Country Team in Cape Verde, which consists of 6 resident Agencies, as well as around 12 non-resident Agencies, worked together on a draft since 21 November on my return from the 12-16 November meetings on the eight “Delivering as One UN” pilots.

Please find attached our Stock-Taking Report for 2007 on UN Reform in Cape Verde to date, which has accommodated feedback from the various agencies in the time provided. You may wish to note that the Report highlights that Reform has been underway, as you know, since the decision to start a Joint Office in Cape Verde, in response to TCPR recommendations, and it has been effectively functioning as such since January 2006 with several positive results from the 4 ExComm Agencies working to deliver as one.

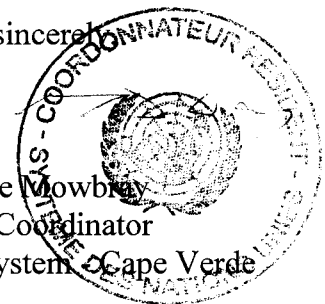
Special recognition should be given to the strong ownership and leadership of the national authorities throughout this the Reform process in Cape Verde, as well as to the national officers. Since we started to implement the High-Level Panel’s recommendation for “Delivering as One UN” in Cape Verde, every effort has been made to include non-resident and non-Joint Agencies in the process in our drive to respond coherently and effectively to national priorities as the country prepares to graduate from LDC status in January 2008.

At the Coordination level it has been a challenging but fulfilling year as the Steering Committee was established under the leadership of the Cape Verde authorities who, jointly with the Resident Coordinator, are focusing on producing and implementing a strategic “One Programme” which will involve a large number of resident and non-resident Agencies.

The UN Country Team stands ready to provide any further information and looks forward to welcoming you in Cape Verde.

Yours sincerely,

Patricia de Mowbray  
Resident Coordinator  
United Nations System - Cape Verde



**Mr. Kemal Dervis**  
**Chair**  
**United Nations Development Group**  
**New York**

## **CAPE VERDE STOCKTAKING REPORT BY UNCT**

### **1. Background: from the Joint Office to “Delivering as One UN” in Cape Verde**

- 1.1. In January 2006, in response to the Triennial Comprehensive Policy Review (TCPR) and ECOSOC the Executive Committee of the United Nations Development Group (UNDP, UNFPA, UNICEF and WFP) and the Government of Cape Verde established a Joint Office for the United Nations Funds and Programmes in Cape Verde.
- 1.2. The primary objectives were to achieve a more coherent Programme delivery at the country level and to achieve a significant reduction in the administrative and procedural costs of the organizations to their national partners.
- 1.3. Since January 2006 the following features distinguish the Cape Verde Office of Funds and Programmes:
  - 1.3.1. One Common Country Programme prepared within the context of the UNDAF and the mandates of the respective agencies and approved by the Executive Boards of the agencies.
  - 1.3.2. One United Nations Office for UNDP, UNFPA, UNICEF and WFP with a single set of business processes, a single budget, and one organizational and staffing structure.
  - 1.3.3. One Representative for UNDP, UNFPA, UNICEF and WFP who is also the United Nations Resident Coordinator.
- 1.4. Concerning the two resident agencies: FAO has a Representative, and is located in the Ministry of Agriculture, implementing a Strategy of Cooperation. WHO has one Representative, located in the Common UN House, with a strategy of Cooperation, a bi-annual work plan signed with the Cape Verde Ministry of Health.
- 1.5. In November 2006, the Cape Verde Government reiterated its commitment to pursue the reform efforts by moving from the Joint Office to “Delivering as One UN” pilot within the context of the High Level Panel (HLP) on UN System-Wide Coherence and the Spirit of the Paris Declaration. Since the beginning of 2007, Cape Verde is piloting the concept of “Delivering as One UN” as proposed by the HLP but tailored to the national context.
- 1.6. As many of the elements of the “Delivering as One” were already present in the Joint Office of the 4 Excom Agencies the process was agreed to focus on the programmatic aspect of the “Delivering as One UN”, making the “One Programme” the main goal to enlarge the UNCT to include Non-Resident Agencies in addition to the two non Joint Office Resident Agencies, FAO and WHO, under a common development document based on new emerging national priorities. The “One Programme” 2008-2010 and its related budgetary framework is aimed primarily at addressing the implications of the Graduation of Cape Verde from the group of

Least Developed Countries and vulnerabilities related to this and to attain the MDGs in 2015.

1.7. Thus, the focus is to ensure a guiding framework and common understanding between UN Agencies working in the country, according to the UNDAF priorities for the period 2006-2010, and in line with the Government's request to implement the "Delivering as One UN" concept in Cape Verde. The "One Programme" is being developed to achieve the overall goal of UN strategic support to accelerate the country's development and transition, especially after its Graduation from the LDC group, scheduled for January 2008.

## **2. Overview 2007: "Delivering as One UN" a priority for all in Cape Verde.**

2.1. From the beginning, the "Delivering as One UN" pilot process had clear expectations from the majority of parties involved. Since its request to participate as a pilot country with the Joint Office, the Government of Cape Verde has led the initiative of the UN Reform at the country level. The Government believes in the necessity of UN support through increased inter-Agency cooperation, especially in support of Cape Verde's graduation from the LDC group, taking into account economic, environmental, and security vulnerabilities as well as the achievement of the MDGs by 2015.

2.2. The Government of Cape Verde is committed to the process and expects the exercise to result in clear benchmarks for the development of the country that can be systematically measured and monitored. The Government expects bureaucracy to be reduced and improved efficiency and effectiveness at every decision level of the UN. In parallel, the Government is also looking at how it should be structured more effectively to the priorities of the UN.

2.3. Donors have been very enthusiastic about the Joint Office of the 4 ExCom Agencies and extremely supportive of the "Delivering as One UN" at the country level. For donors, overlap and competition have been addressed and collaboration is being fostered between agencies.

2.4. On the side of the UN Country Team (UNCT), different levels of expectations were created around the "Delivering as One UN". In the case of Non-Resident Agencies (NRA), it was an opportunity to increase their work or to start new interventions in Cape Verde with more support rather than being an isolated agency of the UN. In that sense, most of the NRAs were thoroughly implicated in the process and were willing to go ahead and coordinate within themselves to mobilize new resources. On the side of the four Excom Agencies, some concerns arose as they were already working with the four "Ones" through the Joint Office Model; in the case of Resident Agencies not part of the Joint Office, for example WHO, is expecting to reinforce its cooperation and efficiency based on their mandate and to maximize its comparative advantages to promote a partnership for health.

2.5. Substantives outputs from UN Reform in Cape Verde have clearly been identified for 2007. In the framework of the 4 "ones":

- “One Programme” 2008-2010: Completion (scheduled) of the “One Programme” in line with the priorities established for the UNDAF period 2006-2010 and supporting the national Growth and Poverty Reduction Strategy Paper (GPRSP) and responding to the new vulnerabilities identified by the government in the framework of its Graduation from LDCs group.
- One Leader: The Resident Coordinator (RC) continues to be the Representative of each of the four ExCom Agencies which form the Joint Office. In the framework of “Delivering as One UN” in Cape Verde, the RC speaks on behalf of the Non-Resident UN Agencies (with Heads of Agencies being consulted prior) in high level meetings with the Government and continues to provide strategic leadership on the UN Reform although specialized agencies such as FAO and WHO still maintain their respective Resident Representative.
- One Office: Given the large UN House already functioning, a number of elements of the “One Office” already exist under the Joint Office covering the ExCom agencies. No change is expected to the current arrangements, but some NRAs have expressed interest in establishing permanent/ semi-permanent presence in Cape Verde, in which case office space would be provided in the UN House, which currently houses UNDP, UNFPA, UNICEF, WFP, WHO and a project office for UNODC.
- One budgetary framework (“One Fund”): the framework is expected to be finalized by December 2007 with HQ support. This will show UN (Resident and Non-Resident) planned resources for Cape Verde, as well as the funding gap, during the period of the “One Programme” 2008-2010.

2.6. In 2008 the main issues for the UNCT will be the management, monitoring, and evaluation of the “One Programme” and the implementation of the budgetary framework as well as resource mobilization for the “One Fund” gap.

### **3. Emerging Results: UN Alignment with National strategies**

3.1. The UNDAF was drafted in response to the developmental priorities of the GPRSP of September 2004. In the context of Graduation from LDC status, and the development of the current Poverty Reduction Strategy, the Government is articulating its national priorities and key vulnerabilities but the GPRSP and the UNDAF remain relevant. While the UNDAF, signed in 2005, has responded to the priorities in the GPRSP, the “One Programme” will respond to a wider set of national priorities that the UN system can now support through the work of the Specialized Agencies and joint programmes.

3.2. Thus, the basis for the “One Programme” is the UNDAF 2006-2010 and represents the understanding between the Government and the various UN Agencies<sup>1</sup> Resident and Non-Resident working in Cape Verde. The “One Programme” contains the most strategic aspects the UN System can contribute to respond to the priorities of the government during the period 2008-2010 and focuses on the graduation phase from Least Developed Country in January 2008, aiming at achieving the

<sup>1</sup> Expected UN agencies under the One Programme are: FAO, ILO, IOM, ITU, OCHA, UNAIDS, UNCTAD, UNEP, UNESCO, UNDP, UNFPA, UNHABITAT, UNICEF, UNIDO, UNIFEM, UNODC, WFP and WHO.

MDGs in 2015. The areas of response identified in the UNDAF include democratic governance, poverty reduction, promotion of environmental sustainability, development of human capital, and social welfare, remain pertinent; cross cutting issues are: gender, human rights, MDGs, capacity development, fight against AIDS and communication for development.

- 3.3. The Steering Committee guides the process for the development and monitoring of progress in implementation of the “One Programme” in Cape Verde and it will ensure, as well, the continued national ownership and leadership of ‘Delivering as One UN’. The Steering Committee including Civil Society, as requested by the Government; and is co-chaired by the Government and the RC, guides and coordinates the implementation of ‘Delivering as One UN’ and the “One Programme”.

#### **4. Some positive outputs so far**

- 4.1. One of the primary purposes of the reform is reducing the transaction costs to the Government and counterparts and provides “one door to access the operations of funds and programmes”. Since 2006, several motivating results (including those highlighted in the Cape Verde Joint Office Review Paper<sup>2</sup>) have been achieved including the ones considered under the process of “Delivering as One UN”:

4.1.1. For the four Excom Agencies:

- The CPAP of the four Excom Agencies, the disbursement rate of the Programme was over 90 %, higher than when the 4 Agencies operated separately.
- The cost of running the Joint Office was 75% in 2006 of what it cost in 2005 when each of the Agencies operated separately: this was due to streamlining communication equipment and vehicles and more rationale use of assets.
- Staff have more opportunities for learning and career development from multiple UN Agencies instead of one Agency.

4.1.2. For the Delivering as One UN

- Already 3.5 million USD has been provided by one donor to support the implementation of the UN Reform in Cape Verde and new donors such as: France, Norway, Spain, and possibly the Netherlands are ready to collaborate with the “One Programme”.
- Agencies have access through the RC to the highest level for policy dialogue especially in relation to the graduation of Cape Verde from LDC status which is a high priority for national and international partners.
- The resident donor community relies on the RC to lead regular donor coordination meetings and to facilitate with national partners the implementation of the Paris Declaration.
- The UNCT has been enlarged to 18 UN Agencies which, because of their cooperation, better coordination of all the UN activities in Cape Verde is on

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<sup>2</sup> Cape Verde: Review of the First Joint Office Pilot. Main findings and recommendations; 30 April 2007. The Review was under taken by an external consultant based on a desk study of the relevant material as well as on interview conducted in Rome, New York, Praia and Dakar, December 2006.

going, and a larger portfolio of specialized issues is available for the Government to respond strategically to its needs during graduation from LDC.

- Three UNCT meetings were held in 2007 so far with all UN Agencies, Resident and Non-Resident, including one of the meetings located to Dakar. This demonstrates the willingness of all participants, including the Government that was represented in all three meetings.

4.2. Although it is too early to make a specific analysis of the impact of the “Delivering as One UN” process on achieving coherence at the country level and efficiency and effectiveness of the UN work in the development of Cape Verde, preliminary results demonstrate that when all agencies agree to support the Government, who is totally committed, and work together as one UN, the results produce improved efficiency and should be continued.

## **5. Lessons Learned and future challenges**

- 5.1. Some parts of the UN reform, including the “four ones”, have already been implemented and Cape Verde has adopted a different model from the other pilot countries because of this. The UNCT, focusing on the programmatic area, is building on these previous efforts to develop the “One Programme” to ensure strategic inclusion of all Agencies in Cape Verde both Resident and Non-Resident.
- 5.2. Cape Verde started Reform before January 2006. This was a complicated process that created a high level of anxiety for the staff in Cape Verde. Clear guidelines and support from the Regional Directors Team would facilitate and help the staff, taking into account that they still need the support by their respective agencies.
- 5.3. The challenges reaching an agreement between Agencies, shows there is a need to clarify the roles and decision-making process and ensure clear lines of authority. The RC must have a clear mechanism to manage the process and follow up on results. Additionally there should be a mechanism where actions taken can be held accountable and to avoid delays in the process.
- 5.4. All agencies should be committed to the process at all levels: there are many cases of conflict of opinion at HQ and the Regional Offices, and decisions made at the country level -- a solution must be found. If there was a minimum operating standard accepted by all agencies at the HQ level, these complications could be largely avoided.
- 5.5. Some of the remaining challenges include implementing “Delivering as One UN” without it becoming bureaucratic. Clear mechanisms, mandates and reporting lines need to be established to avoid slowing down the implementation of the process and to remain within the spirit of the Paris Declaration which calls for increased simplification and harmonization of all donors’ support.
- 5.6. Have a clear management structure, clearly defining the monitoring and evaluation of the One Programme and have it functioning from January 2008.

- 5.7. In Cape Verde there is also a unique situation where most agencies are Non-Resident, which obliges the Office to invest more time and resources in follow up procedures and communication. Additionally, the lack of a physical presence entails a risk at the implementation level that needs to be addressed by NRAs.
- 5.8. There is need to make a special effort in creating relevant benchmarks to measure the success of the “Delivering as One UN” in Cape Verde, considering the Government is asking for a measurable impact of UN Reform at the country level on the development of Cape Verde.
- 5.9. Reinforce the capacities and exchange of best practices with the other pilot countries specifically regarding the “Delivering as One UN”