

Country Programme Evaluation Series

Evaluation of FAO's contribution to Cabo Verde

2018–2022

Annex 1. Terms of reference

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1. Introduction

1. The Office of Evaluation (OED) of the Food and Agriculture Organization of the United Nations (FAO) has been conducting country programme evaluations (CPEs) since 2005 to provide accountability to Members and partners, and to identify challenges and draw lessons to inform the improvement of FAO's programme at country level. The Republic of Cabo Verde (hereinafter Cabo Verde) was selected in consultation with the FAO Regional Office for Africa (FAORAF) and the FAO Representation in Cabo Verde (FAOCV) as one of the countries in which OED will carry out a CPE in 2021. This will be the first CPE conducted in the country.
2. This document presents the draft terms of reference (TORs) that should guide the CPE Cabo Verde. This includes key elements to structure the evaluation as well as the roles and responsibilities of stakeholders involved in the process. These TORs will be finalized after a consultative process involving FAOCV and members of the evaluation reference group (ERG).

2. Purpose of the evaluation and intended users

3. The present CPE has a threefold purpose: i) provide an account as comprehensive as possible to the Government of Cabo Verde and development/resource partners of FAO's approaches, strategies, deliverables and operations within the scope of the current Country Programming Framework (CPF); ii) inform the design of the next CPF with a view to make FAO's programme more impactful and relevant to the emerging needs of the country; and iii) draw lessons that could strengthen FAO's engagement, positioning and coherence in the country.
4. The main audience of the evaluation is composed of: the management and staff of FAOCV; the Government of Cabo Verde, notably the Ministry of Agriculture and Environment and the Ministry of Maritime Economy, FAO headquarters, FAORAF, the FAO Subregional Office for West Africa and resource partners.

3. Brief overview of the national context

5. Cabo Verde is a small island developing state (SIDS) situated in the central Atlantic Ocean around 650–850 km off the west coast of Africa. It is a volcanic archipelago with a total land area of 4 033 km² spread over ten islands and numerous uninhabited islets (Figure 1), which are up to 300 km apart (Government of Cabo Verde, n/d).

Figure 1. Map of Cabo Verde



Source: UNDAF 2018–2022. Map conforms to UN Geospatial. 2022. *Map of the World*. <https://www.un.org/geospatial/content/map-world>

6. The country is divided into 22 municipalities and has a population of approximately 560 000 people, out of which 88 percent live in four islands: Santiago, São Vicente, Santo Antão and Fogo. Its population is very young, with a median age of 28 years (INE, 2019a). Around 49.6 percent of the population are women and 33.8 percent live in the rural areas (INE, 2019a). Urbanization has been mostly driven by regular droughts and job creation in the tourism sector. After decades of intensive emigration, the number of Cabo Verdeans living abroad is estimated to be twice the number of domestic residents (IOM, n/d).
7. Cabo Verde gained its independency in 1975 and become a parliamentary democracy in 1991. A parliamentary election was held in April 2021, and the next presidential elections will be held in October 2021.
8. The Constitution of the Republic of Cabo Verde, which was promulgated in 1992, reinforced its status of democratic state ruled by law. In fact, the country is known for its solid democracy, ranking 32nd in the 2020 Democracy Index (EIU, 2021). In this setting, the country has experienced political stability, sound governance and positive socioeconomic performance, which in turn contributed to the achievement of notable development results.
9. Between 2000 and 2008, for example, the country recorded an average growth rate of 6.6 percent (World Bank, n/d). In 2007, Cabo Verde was the second country to graduate from the least developed countries (LDC) group (World Bank, 2019).¹ By 2015, the country had achieved most of

¹ Mainly driven by high levels of public investment in infrastructure, development assistance and foreign direct investment in tourism.

its Millennium Development Goals, with extreme poverty falling by two-thirds in the period 2001–2015 (INE, 2019b, UN Country Team & Government of Cabo Verde, 2018).

10. Nevertheless, Cabo Verde faces significant challenges for sustainable development, including: scarcity of natural resources, including arable land and water, limited economic diversification, market fluctuations, unreliable food supply, geographic dispersion, physical isolation, and disproportional exposure to natural and economic shocks that are beyond domestic control (Government of Cabo Verde, 2016; World Bank, 2019). These challenges are in many ways characteristic of SIDS.
11. Between 2009 and 2015, the country saw its economic growth deaccelerate as a result of the 2008 global financial crisis. Albeit starting to recover in 2016, the country's economy has been hit very hard by the COVID-19 pandemic (AfDB, 2021). Moreover, Cabo Verde is highly vulnerable to climate change, with climate models suggesting that extreme events such as floods, droughts and hurricanes are likely to become more intense in the next 10–20 years (Government of Cabo Verde, 2016).
12. The climate regime is Sahelian, with limited rainfall (230 mm per year on average) concentrated during one rainy season (July to November). The archipelago is divided into two groups: to the north the Windward Islands (Ilhas de Barlavento: Boa Vista, Sal, São Nicolau, Santa Luzia, São Vicente et Santo Antão) and to the south the Leeward Islands (Ilhas de Sotavento: Brava, Fogo, Santiago and Maio) where the climate is drier (FAO, n/d).

3.1 Socioeconomic situation

13. Cabo Verde is a lower-middle income country with a service-oriented economy. In 2019, services accounted for 66.8 percent of the gross domestic product (GDP), with tourism and travel-related industries driving around 40 percent of the economic performance. Diaspora remittances accounted for 12 percent of the GDP while agriculture for 6.2 percent (INE, 2019c; UNDATA, n/d).
14. The tertiary sector is the main employment generator, accounting for 68 percent of total employment in the country (INE, 2019d). However, many people in the country work without a contract and/or in poor conditions. In 2019, informal employment represented 53.7 percent of the total employment in the country while precarious employment represented 27.3 percent (INE, 2019d).² In the same year, unemployment rate was estimated at 12.7 percent, being particularly pronounced among the youth (37.1 percent unemployed for one or more years, INE, 2019d).
15. Agriculture represents 10.6 percent of total employment in the country, with women representing 46 percent of the labour force (INE, 2017). Major crops produced in Cabo Verde include maize, pulses, vegetables, coconut, sugar cane, coffee and fruits (such as banana) are the main cash crops (INE, 2016). Nearly 30 percent of the population are livestock keepers (FAOSTAT, n/d; FAO et al, 2019; INE, 2019e). Only 1 percent of the rural population have access to tractors and/or other agricultural equipment (INE, 2019e).
16. The fishing sector plays an important role in the economy in terms of trade, employment and nutrition (INE, 2016, FAO Fishery and Aquaculture Country Profiles) In 2017, per capita fish consumption was estimated at 11 kg accounting for about 12 percent of total animal proteins.

² In addition to receiving salaries that are below the minimum wage, the lack of a formal contract prevent them from accessing social protections schemes. In 2017, only 1 percent of the unemployed population were receiving unemployment cash benefit (ILO, n/d). According to the Doing Business Report 2020, Cabo Verde also does not offer a very conducive regulatory environment to the starting and operation of local firms, ranking 137 of 190 countries (World Bank, 2020), which in turn limits the generation of formal employment.

The sector reported around 6 283 full time marine fishers in 2018, with an estimated fleet of 1 691 vessels and a total capture of about 26 580 tonnes, with tunas providing about 76 percent of total catch. Much of the tunas, as well as lobsters and cephalopods are exported and provide the nation with sizable foreign exchange earnings. In 2017, for example, tuna, lobsters and cephalopods accounted for more than 80 percent of the country's exports.

17. The European Union and Cabo Verde have decided to renew the fisheries memorandum of understanding (MOU). The new agreement covers the period 2019–2024 and will offer EU vessels (Spain, Portugal and France) the opportunity to fish 8 000 tonnes of tuna in Cabo Verde waters. In return, the European Union will provide Cabo Verde with a financial contribution of EUR 750 000 per year, part of which will be used to strengthen control and surveillance capacity and support local fishing communities.³
18. Aquaculture is almost non-existent and no production data has been reported to FAO. In 2015, in order to enhance sustainable growth in the marine and maritime sectors, the government adopted the Blue Growth Charter, which targets, among others: fishing, aquaculture and seafood value chains. However, in order to meet its food security needs, the country imports agricultural products worth about USD 212 million, representing more than 80 percent of the food consumed in the country (Government of Cabo Verde, 2016; FAO et al, 2019).
19. The Cabo Verdean diet is mainly based on cereals, vegetables and starchy roots. Around 45 percent of the population were found to be either severely or moderately food insecure and 18.5 percent to be undernourished in the period 2017–2019 (UNSTATS, 2021).
20. The most recent poverty estimates (2015) indicate that 35.2 percent of the population were living in poverty of which 10.6 percent in extreme poverty (INE, 2015). Women living in urban areas represented 53 percent of the country's poor. People living in households headed by single mothers accounted for 43 percent of the extreme poor (INE, 2015; World Bank, 2019).
21. Despite ranking 52nd in the 2020 Global Gender Gap Index (WEF, 2020),⁴ Cabo Verde still evidences strong gender inequalities. Women are overrepresented as domestic workers in the informal economy (INE, 2019a). Unemployment among youth female is very high, reaching 55 percent among those looking for a first job (INE, 2019a). Women also dedicate more time to non-remunerated jobs, which makes them work around 63 hours per week while men work an average of 38 hours (INE, 2017).
22. Despite graduating from the LDC category in 2007, Cabo Verde remained highly depended on Official Development Assistance (ODA). The phasing out of ODA grants in in key social sectors right after the country's graduation created wide finance gaps that were often funded through loans (OECD, 2019). This has directly contributed to increase the country's fiscal debt, which has been estimated at 124.2 percent of the GDP in 2019, with major creditors being multilateral (46.2 percent) and bilateral (24.2 percent) donors (AfDB, 2021).
23. In an attempt to bridge this gap, Cabo Verde has established new partnerships. For instance, it has strengthened South-South and triangular cooperation both as a recipient and as a provider of development solutions, some of which were facilitated by FAO. Main partners include: African

³ <http://extwprlegs1.fao.org/docs/pdf/bi-187671.pdf>

⁴ Which is a result of the country's efforts in addressing some structural barriers for gender equality in the Constitution (Art. 62) and in relevant laws and policies (e.g.; Labor Code).

Countries of Portuguese Official Language, the Community of Portuguese Language Speaking Countries, the People's Republic of China (hereinafter China) and other SIDS.

3.2 Natural resources and environment

24. The development of the tourism sector in the country stems from Cabo Verde's natural beauty and pleasant climate. On the other hand, its geography holds disadvantages when it comes to economic diversification and social development. Less than 11 percent of the country's land is arable and dedicated to agriculture (INE, 2019a). In addition to having limited land suitable for agriculture, the archipelago is highly vulnerable to natural disasters and climatic events.
25. Due to scarce and irregular rains, the country suffers from cyclical droughts, chronic water shortages and accentuated desertification. Between 2017 and 2020, Cabo Verde suffered from a severe, prolonged drought, which highly affected livestock and rain-fed agriculture. This has devastating effects on the country's ecosystem, causing biodiversity losses, decreasing the quality of the land, and disrupting agricultural production.
26. In 2019, after a short period of heavy rainfall, an outbreak of Fall Armyworm was reported in four islands: Santiago, Brava, São Nicolau and São Vicente. Based on the latest "Cadre Harmonisé" analysis, about 10 000 people (approximately 2 percent of the total population) were estimated to be in Phase 3: "Crisis" and above in the June-August 2020 period (FAO GIEWS).
27. Availability of potable water per capita is low, particularly in rural areas (62.7 percent). This scenario accentuates gender disparities, as an adult women tend to waste more than twice the time of that men to fetch it; i.e. 50.6 minutes as opposed to 23.2 (INE, 2019a). Regarding potable water, 48 percent of the population do not have access neither to treated nor to bottled water (INE, 2019a).
28. Forest covers 11 percent of the land area whereas more than 50 percent of the country have little to no vegetation (INE, 2016). Natural forest formations are found only in the most inaccessible areas. Successive governments since Independence have conducted extensive campaigns for reforestation, soil restoration and catchment area development, integrating these into national development plans. Thanks to this sustained reforestation effort, Cabo Verde has developed a capital asset of plantations, which must be protected and developed.⁵
29. While gas is the main source of household energy for cooking in urban areas (92.5 percent), rural households tend to use wood more widely (50 percent). In addition to harming the environment and human's health, fuelwood collection imposes an unbalanced work burden on women and children (Government of Cabo Verde, 2016; INE, 2019a).
30. Environmental degradation in Cabo Verde is closely related to poverty. The lack of natural resources combined with population growth cause great pressure on soil, water and vegetation (UNSDG, n/d).

⁵ The forested area was estimated at 35 000 ha in 1990 and 85 000 ha in 2000, with an average reforestation rate of 5 000 ha between 1990 and 2000. The major species is *Prosopis juliflora* (67 percent of planted areas) particularly for semi-arid areas, while in mountainous, more humid areas *Eucalyptus* spp., *Pinus* spp., *Cupressus* spp. and *Acacia* spp. are planted. Source: <http://www.fao.org/forestry/country/18316/en/cpv/>

3.3 Legal and policy frameworks

31. In 2016, the Government of Cabo Verde launched a five-year action plan aimed at boosting the country's economy, reducing poverty and improving its governance model. To operationalize it, the government formulated the Strategic Plan for Sustainable Development (PEDS) 2017–2021, focused on promoting development through sustainable economic growth, social development and political sovereignty. It is structured around three pillars: i) sustainable economic growth focused on employment and income generation; ii) people-centered development (human capital, better quality of life and fight against inequalities); and iii) sovereignty with emphasis on internal security and diplomacy.⁶
32. Sectoral strategies for the period 2017–2021 were derived from the PEDS. Figure 2 shows the main frameworks guiding FAO's work in the country.

Figure 2. Relevant legal and policy frameworks within the areas of FAO's mandate



Source: FAO. n.d. *Country Programming Framework for Cabo Verde 2018–2022*. Rome.

33. Over the years, FAOCV has assisted the Government of Cabo Verde in the formulation and implementation of some sectoral laws and policies. National processes and policies supported by FAOCV include: i) National Law of the Human Right to Adequate Food; ii) National Agricultural Investment Programme for implementation of the ECOWAS and NEPAD Common Agricultural Policy; iii) Strategic Plan for the Development of Agrarian and Rural Statistics (2015–2021); iv) Strategic Plan for the National System of Agricultural Research (2017–2024); v) National Blue Economy Investment Plan and the Programme for the Promotion of the Blue Economy; and vi) School Feeding Programme.

3.4 Impacts of the COVID-19 pandemic

34. The COVID-19 pandemic is severely impacting Cabo Verde's economy due to its strong dependence on tourism, which is one of the most affected sectors worldwide (UNWTO, 2020). In the second half of 2020, more than 70 percent of the national companies that were temporary closed belonged to the tourism sector (INE, 2020).⁷

⁶ The main sectors comprised in the PEDS are the following: tourism; maritime economy and fisheries; agriculture; employment; environment; democracy, regionalization and external policy.

⁷ According to a rapid study conducted by the National Statistical Institute in collaboration with the Cabo Verde Bank. See: <https://ine.cv/fr/publicacoes/avaliacao-impacto-da-pandemia-da-covid-19-inquerito-rapido-as-empresas-2o-trimestre/>

35. In addition to causing over 180 deaths, the pandemic has already caused unemployment, losses of livelihoods, saturation of public services and disruption of supply chains. Economic activity is estimated to have contracted by 14 percent in 2020 due to travel restrictions and domestic containment measures that significantly reduced activities in the major sectors of the economy, making Cabo Verde one of the hardest hit countries in the region in terms of the economic recession (IMF, 2021).
36. The government adopted fiscal and monetary measures to mitigate its impacts as well as relevant policies such as provision of temporary cash transfers. However, they might not be sufficient to sustain the country's recovery due to the severity of the crisis in key economic sectors (AfDB, 2021; BCV, 2020). In fact, economic recovery will be particularly challenging as Cabo Verde's main development strategies such as the PEDS have tourism at their centre.
37. In the mid to long term, the shocks generated by the pandemic are expected to increase financing needs and fiscal debts, cause poverty growth and other social hardships, and affect food and nutrition security in a country where this was already a major concern (IMF, 2020; World Bank, n/d). Women are particularly vulnerable as they constitute the majority of domestic workers and because 84 percent of them are either formally or informally employed in the tourism sector (INE, 2019a).

4. FAO's programme in Cabo Verde

4.1 The country office

38. Cabo Verde became a Member State of FAO in November 1975, and in 1986 the Organization strengthened its presence in the country through the establishment of a full-fledged Representation in Praia. As of April 2021, the FAO Representation in Cabo Verde comprised 33 personnel, including five FAO personnel and 28 employed as consultants.⁸
39. The UN Country Team is relatively small, comprised of five resident agencies (FAO, the United Nations Development Fund [UNDP], the United Nations Population Fund [UNFPA], the United Nations Children's Fund [UNICEF] and the World Health Organization [WHO]) and ten non-resident agencies (the International Labour Organization [ILO], the International Organization for Migration [IOM], the Office of the United Nations High Commissioner for Human Rights [OHCHR], the United Nations Conference on Trade and Development [UNCTAD], the United Nations Environment Programme [UNEP], the United Nations Educational, Scientific and Cultural Organization [UNESCO], United Nations Industrial Development Organization [UNIDO], United Nations Office on Drugs and Crime [UNODC], UN Habitat, UN Women). In 2008, Cabo Verde became one of the initial eight "Delivering as One" pilot countries. The current United Nations Development Assistance Framework in Cabo Verde (UNDAF) was approved in 2018, building on the "Delivering as One" experience and following a widely consultative process jointly led by the Government of Cabo Verde and the UN Country Team.
40. The UNDAF 2018–2022 reconfirms the commitment of the United Nations Development System to accompany Cabo Verde's socioeconomic progress through contributions from United Nations agencies, funds and programs in a joint, integrated and coherent manner, and in alignment with the Government Programme of the 9th Legislature and the country's Strategic Plan for Sustainable Development (PEDS 2017–2021). This Framework has five strategic areas: i) sustainable development of human capital; ii) sustainable management of natural resources and biodiversity; iii) economic transformation and sustainable and inclusive growth; iv) governance, public policies and justice; and v) mobilization, coordination and effectiveness of development resources. FAOCV has been involved in all stages of UNDAF's development process and its programme directly contributes to the four underlined areas, as indicated in the CPF 2018–2022.⁹
41. FAOCV has established many partnerships over the years, notably with public actors e.g. the Ministry of Agriculture and Environment, the Ministry of Maritime Economy, the Ministry of Economy and Employment, the Ministry of Health and Social Security, the Ministry of Education and Social Inclusion, the Ministry of Finance, local governments (municipalities) and parliamentarians. Research institutes FAO has worked with include the University of Cabo Verde. Partner civil society organizations include associations for community development from several municipalities and women's organizations. Resource partners include the African Development Bank (AfDB), the European Union, Belgium, Italy and the United States Agency for International Development (USAID).
42. There is significant collaboration between FAOCV and civil society organizations. During the period January 2018 to April 2021, FAOCV engaged in 53 contractual partnerships through letters of agreement (LOAs), totalling USD 2 157 939.58. Implementing partners from civil society

⁸ Based on information available on COIN, verified by the FAO Representative on 11 March 2021.

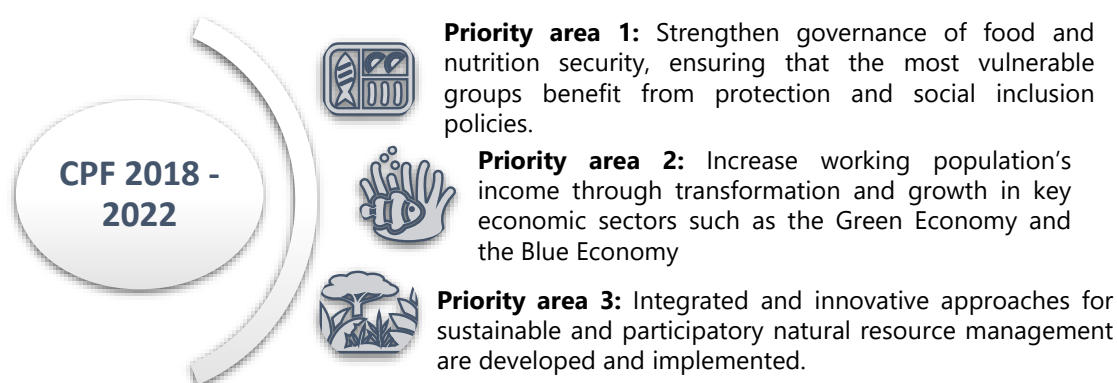
⁹ A final evaluation of the implementation of the UNSDCF is scheduled for 2021. The preparation of the next version, with the new acronym UNSDCF (UN Sustainable Development Cooperation Framework) will take place during the year 2022 (UN Country Annual Results Report - 2020).

organizations accounted for 84 percent of the total budget. Governmental institutions and academia accounted for 13.5 and 3.5 percent, respectively.

4.2 FAO's Country Programming Framework 2018–2022

43. The CPF is the most important planning and programming tool for FAO at country level. It sets the basis for collaboration between FAO and the Government around priority areas, and guides collaboration with development and resource partners. The current CPF defines three priority areas during the period 2018-2022 (Figure 3). Specific outputs under each priority area are available in the Annex 1 of the CPF.

Figure 3. CPF 2018–2022 priority areas



Source: FAO. n.d. *Country Programming Framework for Cabo Verde 2018–2022*. Rome.

44. These priority areas are aligned with the PEDS 2017–2021 and the National Plan for Agricultural Investment, Food Security and Nutrition (PNIASAN 2016–2020). Additionally, they comply with FAO's role under UNDAF (2018–2022) and contribute to the three FAO Regional Initiatives for Africa; i.e. i) accelerate action by countries in the fight against hunger (Africa's commitment to end hunger by 2025); ii) promote inclusive, sustainable, innovative production and post-production practices (sustainable production intensification and value chain development in Africa); and iii) strengthen resilience among vulnerable farming and pastoral communities (building resilience in Africa's drylands).
45. The total resource mobilization targeted for the period was USD 16 323 950; as of June 2021, around 57 percent have been mobilized. Projects designed before 2018 but implemented during the current CPF's timeframe will be included in the scope of the evaluation, as they might have been adjusted to address the new government priority areas described in the PEDS 2017–2021.^{10,11}

¹⁰ Excluding those projects with NTE between January and June 2018. Full list available in Appendix 2.

¹¹ For ease of reference, the previous CPF (2012–2016) had five priority areas (PA): PA1: Improve food availability by increasing production and productivity; PA2: Improve food access by strengthening agricultural markets, trade and agroprocessing; PA3: Stabilize food supply by improving disaster risk management; PA4: Strengthen FNS programs at household level by improving food utilization and food safety; PA5: Provide institutional support to public and private sectors on relevant crosscutting for agriculture, natural resources management, rural development and food security.

4.3 FAO projects portfolio¹²

46. Between January 2018 and March 2021, FAO implemented 33 projects in Cabo Verde: 26 country-specific, one sub-regional, two regional, three interregional and one global. The estimated total budget for country-specific projects during this period is approximately USD 12.3 million, with a total delivery of around USD 9.5 million (as of March 2021).¹³ Specific budget allocation for the sub-regional, regional, interregional and global projects in Cabo Verde are not available; therefore, related budget presented in Table 1 are OED estimates.¹⁴

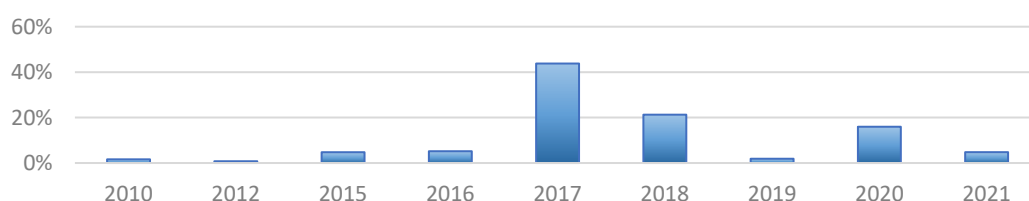
Table 1. Projects distribution by geographical coverage, from January 2018 to March 2021

	No. of projects	Sum of total budget (USD)	Share of total budget (%)
Country	26	11 363 671.00	87.81
Global	1	97 450.08	0.75
Interregional	3	987 424.60	7.63
Regional	2	475 401.60	3.67
Sub regional	1	16 666.67	0.13
Grand total	33	12 940 613.95	100.00

Source: Elaborated by the evaluation team.

47. The biggest share of resources allocated to projects being implemented during the period 2018-2022 was mobilized in 2017 (Figure 4).

Figure 4. Resource mobilization, by year (% of total share)¹⁵



Source: Elaborated by the evaluation team.

48. As shown in Table 2, 14 TCP/TCPF were implemented during the CPF timeframe, with an average budget each of USD 193 715. Among others, these projects included support to integrated pest management, support to agrovalue chain development, and a COVID-19 rapid impact assessment on food systems, agriculture and food security. Out of the seven GCP projects, two were country-specific: GCP/CVI/046/EC with a focus on increasing resilience and enhancing adaptive capacity to address desertification and land degradation in Cabo Verde, and GCP/CVI/049/CPR with a focus on South-South cooperation for agricultural development.

¹² FPMIS is the source of all data analyzed in this section (as of April 2021); therefore, this section does not include regular budget, except when related to TCP/TCPF.

¹³ There are additional projects listed in FPMIS with EOD in 2021; however, they were not included because of their pipeline status.

¹⁴ Budget allocated during the period 2018-2021 for projects designed before 2018 are also OED estimates; i.e. regional project budgets divided by year and by number of countries.

¹⁵ Does not include the budget of the newly approved SSC Chine project (July 2021)

Table 2. Country-specific projects by funding modality, from January 2018 to March 2021¹⁶

Funding modality	No. of projects	Sum of total budget (USD)	Share of total budget (%)
GCP	2	5 567 673.50	49
OSRO	6	2 211 297.50	19
TCP	14	2 712 000.00	24
TFD	2	17 500.00	0
UNJP	1	50 000.00	0
UTF	1	805 200.00	7
Grand total	26	11 363 671.00	100

Source: Elaborated by the evaluation team.

49. Despite the country's exposure to natural and climatic disasters, only nine projects (21.8 percent) of the portfolio were tagged "emergency". They were mainly focused on building the livelihood of those affected by droughts and natural disasters (Figure 5)¹⁷. Some projects with arguably an emergency component were not tagged as such; e.g. TCP/CVI/3804 on COVID-19 response.

Figure 5. Distribution of emergency and non-emergency projects, by % of the total budget

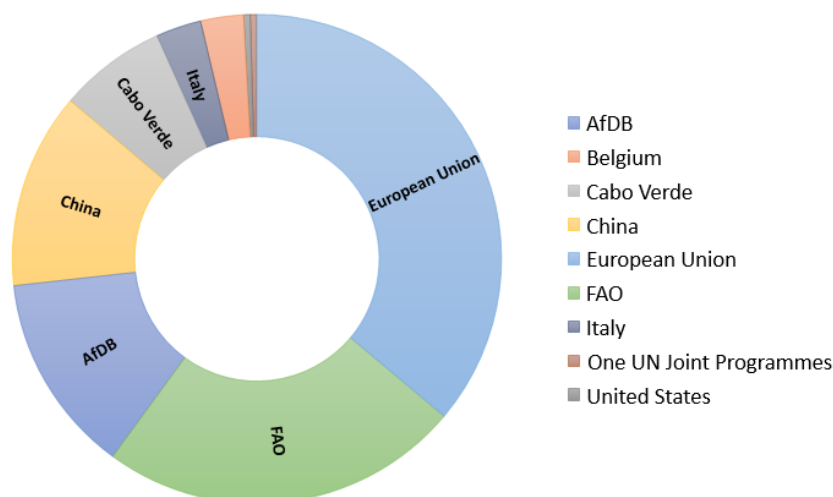
Source: Elaborated by the evaluation team.

50. In terms of budget dedicated for country-specific projects, the European Union stands out as the main resource partner (36 percent), which refers to one large project of USD 4 million (GCP/CVI/046/EC). FAO is the second biggest contributor through 14 TCP/TCPF (24 percent) totalling around USD 2.7 million, followed by AfDB (13 percent), who granted USD 1.5 million to fund two OSRO projects focused on resilience building (OSRO/CVI/803/AFB and OSRO/CVI/601/AFB). By funding an UTF around USD 1 million (UTF/CVI/047/CVI - Technical support for the preparation of a National Blue Economy Investment Plan [PNIEB]), the Government of Cabo Verde is the fifth largest contributor (7 percent).

¹⁶ Regarding sub-regional, regional, interregional and global projects, they were all GCP, except for SFER/GLO/101/MUL.

¹⁷ OSRO/CVI/001/BEL targets victims of the COVID-19 pandemic.

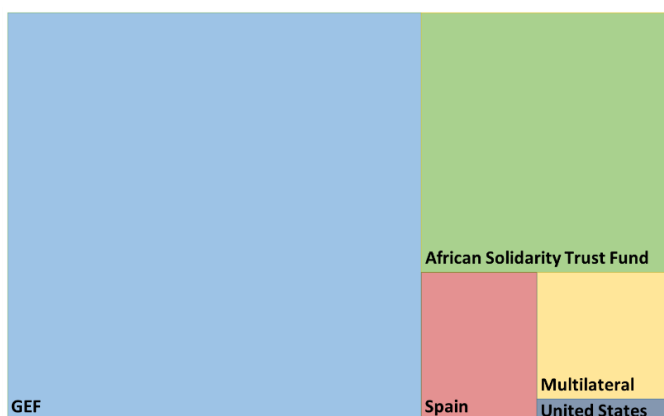
Figure 6. Main resource partners between 2018–2021, country-specific project (USD)



Source: Elaborated by the evaluation team.

51. Among the global, interregional, regional and subregional projects implemented in Cabo Verde, one should note two GEF projects aimed at supporting the countries in the Canary Current Large Marine Ecosystem to address transboundary concerns (GCP/INT/023/GFF, GCP/INT/985/GFF). Other regional GCP projects implemented in the country include i) development of capacities of the CILS Member States (GCP/INT/147/GFF); ii) development of capacity of ECOWAS for effective CAADP Implementation (GCP/RAF/461/SPA); and iii) the adoption of efficient and climate-smart agriculture practices in African SIDS (GCP/RAF/506/MUL).

Figure 7. Main resource partners (2018–2021), global, interregional, regional and sub-regional projects



Source: Elaborated by the evaluation team.

52. Rough estimates show that around 52 percent of the portfolio went to interventions contributing to Priority Area 3 over the period 2018–2021, while 26 percent were allocated to Priority Area 2 and 21 percent to Priority Area 1 (Figure 8).¹⁸

¹⁸ Rough estimation by reviewing data available in FPMIS against the Annex I of the CPF Cabo Verde. It is very likely that projects being implemented during the period 2018-2021 contribute to more than one priority area.

Figure 8. Distribution of budget by priority area of the CPF 2018–2021, Jan. 2018–March 2021

Source: Elaborated by the evaluation team.

53. Based on an analysis of the projects' objectives and related Lead Technical Units (LTU), projects within this portfolio have been categorised into nine thematic areas: i) agricultural production, diversification and value chain development; ii) biodiversity and natural resource management; iii) livestock; iv) building/restoring livelihoods; v) fisheries and blue economy; vi) food and nutrition security; vii) sustainable innovation practices, viii) integrated pest management and disaster risk reduction; and ix) water.¹⁹
54. FAOCV has reprogrammed its activities and resources to better assist the government's emerging needs and priorities. In addition to supporting a rapid assessment of the impacts of COVID-19 on food systems and food security, FAO has developed a response and resilience plan for the period June 2020–June 2021. This plan is founded on the following pillars: i) prevent the spread of COVID-19 to save lives; ii) support the maintenance of rural families' income and livelihoods; iii) support the agricultural, agropastoral and fishing sectors; iv) reduce risks and improve early warning systems; and v) strengthen multi-sector coordination for better response.

¹⁹ These are rough estimates based on the projects' objectives and LTUs. It is very likely that projects being implemented during the period 2018–2021 contribute to more than one thematic area, particularly to food and nutrition security.

5. Scope of the evaluation

55. CPEs are designed to assess the totality of the FAO's assistance provided to Members, irrespective of the source of funding. This includes: activities funded through the regular programme and extra-budgetary resources; national, regional and global projects and initiatives; emergency and development interventions, as well as activities of the Country Office that may not be funded by any project, such as support to coordination of development assistance. Since the CPE is a programme evaluation, the exercise will not focus on single projects, but rather assess FAO's overall contribution to development changes in the priority areas defined in the current CPF, as well as in response to crises.
56. In terms of geographical coverage, the evaluation will assess FAO's work in the entire country, both at the national and at the local levels. The evaluation will cover all the activities implemented by FAO in Cabo Verde within the timeframe of the current CPF; i.e. from January 2018 to date. In doing so, it will include activities that were planned and designed before 2018, as they can be expected to have adjusted to the evolving policies and strategies such the PEDS 2017–2021. The evaluation will also look at limiting factors that may have affected FAO's delivery and resource mobilisation in the country, including internal organisation and management arrangements.
57. To the extent possible, the CPE will assess FAO's contributions to UNDAF 2018–2022 within the areas of its mandate and ongoing efforts to support the Government in addressing the effects of the COVID-19 pandemic.

6. Objectives

58. Within the evaluation purpose and scope, the evaluation will assess the following:
- i. relevance and appropriateness of FAO's interventions, capacities and resources in relation to the country's priorities and needs, and in the context of UNDAF;
 - ii. FAO's comparative strengths and weaknesses to support the country within the areas of its mandate, and in the context of UNDAF;
 - iii. vertical and horizontal coherence of FAO's interventions in the country, including between humanitarian and development activities;
 - iv. efficiency and effectiveness of FAO's interventions, capacities, resources and mechanisms in contribution to the three priority areas identified in the CPF; and
 - v. integration of cross-cutting issues such as gender, climate change, governance, human capital, technology, data and innovation into FAO's interventions.

7. Evaluation questions

59. To address the evaluation objectives within the proposed scope, data collection and analysis will be guided by five overarching questions and related sub-questions (Box 1).²⁰

Box 1. Evaluation questions and sub-questions

<p>EQ1. Relevance and comparative strengths. To what extent has FAO's programme and presence in Cabo Verde been responding to the national priorities and needs within the areas of FAO's mandate? How has it contributed to strategically position FAO in the country?</p>
<ul style="list-style-type: none"> • To what extent has FAO aligned its programme, resources and activities with national laws, policies and strategies for sustainable development within the areas of FAO's mandate? Were FAO's interventions coherent with those implemented by the Government? • Have FAO's programme, resources and activities addressed the most relevant structural problems in Cabo Verde within the areas of FAO's mandate, including those affecting the most vulnerable groups? • How have nutrition, climate change, gender, youth, persons with disabilities, ethnic minorities, migrants and the extreme poor mainstreamed into FAO's programme, activities and resources? • How timely and effectively has FAO been in adapting its interventions and reprogramming its resources to address the changing context, particularly in regards to the prolonged drought and the COVID-19 pandemic? • How is FAO positioned and equipped to contribute to Cabo Verde's policies and strategies for sustainable development? Is its technical role well-understood and appreciated? Does it occupy a clear 'niche' as compared to other development partners? • What are FAO's comparative strengths and weaknesses that help or hinder FAO's contributions in Cabo Verde? • To what extent is FAO acting as a driver of transformation for sustainable development? What levers of transformational change have been effectively used by FAO in the country?
<p>EQ2. Coherence. To what extent has FAO observed synergies and trade-offs with other stakeholders and interventions in the country?</p>
<ul style="list-style-type: none"> • Was there a clear and structured narrative guiding the implementation of FAO's programme in the country? To what extent were FAO's interventions in Cabo Verde aligned and coherent with the CPF's priority areas? Were these interventions coherent among themselves? • To what degree has FAO been able to link its development work with its resilience and emergency work? • To what extent has FAO worked at the interface between sectors and manage trade-offs between various dimensions of development (social, economic, environmental)? How has FAO supported the coordination of stakeholders working at national and local levels? • To what extent have FAO's Regional Initiatives and regional projects provided coherent and/or complementary support in view of achieving the CPF results? • How much value did FAO HQ, FAO RAF and FAO Subregional Office for West Africa bring to FAO's work in the country?
<p>EQ3. Partnerships. To what extent has FAO built solid and effective multi-stakeholder partnerships to implement its programme and related activities in Cabo Verde?</p>
<ul style="list-style-type: none"> • To what extent have FAO's partnerships contributed to achieve and sustain desired results? Were there any missed partnership opportunities? • To what extent has UNDAF contributed to strengthening partnerships among UN Agencies in the country? What is the value that FAO is bringing to UNDAF and the UN Country Team?
<p>EQ4. Contributions to results and sustainability. To what extent has the programme achieved or is likely to achieve significant development results in a sustainable manner</p>
<ul style="list-style-type: none"> • Within the three priority areas of the CPF, what results (outcomes, impacts) attributable to FAO's interventions can be observed, either intended or unintended? • What are the enabling/disabling factors that contributed to/hindered the achievement of results? To what extent could the disabling factors have been prevented or mitigated? • To what extent has FAO's programme and related interventions contributed to UNDAF's strategic areas?

²⁰ These will be reviewed and further refined by the evaluation team in collaboration with the Evaluation Reference Group (ERG), and presented in an inception report.

<ul style="list-style-type: none"> • To what extent have FAO's interventions and results achieved observed synergies and trade-offs between economic growth, social development and environmental sustainability? • To what extent have FAO's interventions contributed to mitigating the effects of the COVID-19 pandemic in areas of its mandate? How is FAO supporting response and recovery plans? • To what extent are the results achieved so far likely to last and be sustainable?
<p>EQ5. Efficiency and organizational performance. To what extent have FAO's resources, capacities, mechanisms and operational processes been fit-for-purpose?</p>
<ul style="list-style-type: none"> • To what extent have the current capacities, resources, processes and delivery mechanisms enabled effective and efficient programme implementation? • To what extent has FAO been able to mobilize resources to finance its programme? To what extent has FAO supported the Government in resource mobilization to finance development? • To what extent does FAO have a structured knowledge management mechanism, communication strategy and M&E system?
<p>EQ6. Forward-thinking. How could FAO improve its support to the Government of Cabo Verde in the areas of its mandate?</p>
<ul style="list-style-type: none"> • What are the strengths and weaknesses of FAO's programme, capacities, processes and mechanisms? What should be improved? • To what extent are there good practices that deserve to be replicated and/or practices that should be revamped or suspended? • To what extent and how regular has FAOCV exchanged lessons and good practices with country offices based in the Sahel region and/or in other SIDS? • In the context of the UNDAF and its successor the UNSDCF) are there entry points and/or gaps within the areas of FAO's mandate that the next CPF could try to address? • What are the lessons learned from FAO's response to the COVID-19 pandemic so far, and how can it be enhanced?

8. Methodology

60. The evaluation will be both summative and formative, i.e. assess the results achieved through FAO's programme in the country as well as identify lessons to strengthen FAO's programme, mechanisms and capacities to address the Government of Cabo Verde's emerging priorities for sustainable development, particularly in response to the COVID-19 pandemic.

8.1 Methodology for data collection and analysis

61. The evaluation will be carried out by a team of independent experts, ideally located in Cabo Verde. Composition and profile of the evaluation team are described in subsection 9.2 below.
62. The evaluation team will conduct an extensive review of documents that were produced either by FAO or stakeholders within the scope of this evaluation. These include: project documents and terminal reports; progress and monitoring reports; policy-related documents; meeting notes; evaluation reports; etc. It will also review documents produced by the UN country team within the context of UNDAF.
63. The desk review will be complemented by in-depth phone/online semi-structured interviews or focus group discussions with key stakeholders from different sectors, including central and local governments, parliamentarians, UN entities, civil society organization, academia and the private sector.
64. The evaluation team will survey national counterparts and relevant development actors, including UN agencies forming the UN Country Team, in order to reach out to a larger number of key informants who can speak about the quality, breadth and depth of the partnership of their institutions with FAO. A survey will also be sent to those who have benefitted from institutional capacity development activities in order to assess the extent to which they have learned, as well as implemented, replicated and disseminated the learning (EQ 3 on results and sustainability).
65. To assess FAO's contributions to policy processes (EQ 3), the evaluation team will conduct remote workshops of outcome mapping or RAPID outcome assessment. This will help to understand how e.g. policy changes happened and the degree to which these changes were influenced by FAO.
66. The evaluation team will conduct phone interviews with community-level beneficiaries of FAO's interventions building on most significant change techniques.²¹ The evaluation team will consider all the activities implemented by FAO at community level, clustering them by CPF priority area, thematic sectors and geographic area concerned (islands).²² Within these geographic and thematic clusters, beneficiaries will be randomly sampled based on the availability of their mobile phone numbers by FAOCV and implementing partners to share their stories and perceptions with the evaluation team. Ideally, the evaluation team will be able to capture results at individual, household and community level. Possible bias caused by limited availability of phone numbers will be duly acknowledged in the evaluation report.
67. To the extent possible, the evaluation team will map other interventions benefitting the same people/regions to assess coherence, synergies and trade-offs (EQ 2/EQ 4).

²¹ This should be possible as 71.7 percent of the population have mobile phones, 62 percent of the rural population (INE, 2019a).

²² When contributing to more than one CPF priority area or thematic sector, the evaluation team will consider the one to which it is contributing the most.

68. To answer EQ 5 on forward-thinking, the evaluation team may conduct specific case studies of FAO's activities and approaches to identify good practices for replicating/upscaling and areas for improvement in the next CPF cycle. Possible topics are: fisheries and blue economy; urban and peri-urban agriculture; land and water for agricultural production; linking tourism and agriculture/fisheries; governance of food and nutrition security. Topics will be selected by the evaluation team in collaboration with the ERG and presented in the inception report. EQ 5 will also benefit from a gap analysis in the areas of FAO's mandate to identify additional entry points for FAO in the country.
69. The evaluation team will also conduct a specific assessment of FAO's contributions to "leaving no one behind" and of FAO's contributions to building resilience to shocks and crises that will cut across the five evaluation questions; the latter will include a brief real time assessment of FAO's work in response to the COVID-19 pandemic.
70. Specific case studies and assessments will be structured before starting data collection, so they can be fed through the methods and processes described above.
71. To collect and analyse data in a structured and systematic manner, the evaluation team will develop a system composed of criteria and/or qualifiers to review documents, survey responses and interviews/focus group notes that should be aligned with the evaluation questions. This would help to aggregate relevant data on findings and identify potential issues to be further investigated. Both the protocols/questions and the system for data analysis should be presented in the inception report.
72. An initial list of documents and stakeholders to be interviewed/surveyed will be identified by the evaluation team with the support of FAOCV and the ERG, and presented in the inception report. Other relevant documents and stakeholders will be identified during the evaluation process through snowball sampling technique.
73. The evaluation methodology and methods here described will be reviewed and further elaborated by the evaluation team and presented in the inception report.

8.2 Anticipated risks and mitigation measures for an ethical conduct of the evaluation

74. The conduct of this evaluation will be affected by the COVID-19 pandemic and could negatively affect those involved in the process. The FAO Office of Evaluation adheres to the UNEG Norms and Standards for Evaluation and the UNEG Ethical Guidelines for Evaluation. In line with these guidelines, the following risks and limitations can be anticipated:
 - i. unlikelihood of conducting field visits and in-person interviews/focus group discussions due to health-related risks to those involved in the evaluation process;
 - ii. limited access by stakeholders to the evaluation process and products due to health-related risks;
 - iii. less personal interaction with stakeholders and limited access to beneficiaries in the field; and
 - iv. risk of overburdening FAOCV and national counterparts in a period of constrained capacities, and of diverting their attention from the ongoing crisis.
75. To mitigate the risks and address some limitations, the following actions would be adopted:

- i. The evaluation team will prioritize remote data collection and analysis, undertaking a comprehensive review of relevant documents and secondary data.
 - ii. Personal contact with stakeholders and beneficiaries of FAO's programme will be reduced to the essential minimum. Whenever possible, phone/online interviews/focus group discussions will replace face-to-face interviews. When not possible, and if necessary for the evaluation, the evaluation team will conduct one-to-one interviews, respecting both the national and WHO's COVID-19 protocols.²³
 - iii. Efforts will be put in place to ensure that all relevant stakeholders have access to the evaluation process and products; e.g., use of different platforms for data collection.
76. OED will continue to assess risks and limitations on a periodic basis to anticipate intended and unintended consequences of/for the evaluation. The evaluation will be paused or even cancelled if harms outweighing benefits cannot be fully mitigated. The proposed methodology reflects these risks, limitations and mitigation measures.

²³ E.g., evaluation team members and interviewees to receive special training on safety protocols and personal protective equipment such as masks and hand sanitizers-

9. Organization of the evaluation

9.1 Roles and responsibilities

77. Office of Evaluation: OED is responsible for managing the evaluation and leading the team through the designated Evaluation Manager (EM). During the preparatory phase, the EM is responsible for drafting the TORs for the evaluation, selecting team members, and drafting individual TORs. In the main evaluation phase, the EM will oversee and guide the evaluation team, especially during the launch, and subsequently draft the report. Towards the end of the evaluation, the EM will facilitate discussions during the analysis of findings, conclusions and recommendations. OED, in collaboration with the ERG and the Country Office, will promote the dissemination of the report.
78. Evaluation team: The evaluation team will be responsible for collecting data and analysing evidence to develop findings, conclusions and recommendations under their areas of responsibility. For this purpose, the team members will participate in the initial briefing sessions by OED and contribute to the refinement of the methodology. They will prepare the inception report and evaluation tools and be responsible for applying the evaluation methodology for data collection and analysis. The evaluation team will also present preliminary findings to the ERG in a stakeholder debriefing session and produce the evaluation report. Once the draft report is circulated and the comments received, the team members will provide advice on the integration of comments received.
79. The evaluation team leader: s/he will guide the evaluation team members in their specific work, and lead the preparation of the inception report and of the draft and final evaluation reports, consolidating the inputs from the team members with his/her own.
80. FAO Country Office: The Country Office staff will provide comments on the TORs, support OED in mapping FAO's stakeholders in the country, support the preparation of the evaluation programme and the identification of locations for potential field visits, ensure that the team has access to all relevant documentation, be available for meetings and discussions with the evaluation team, provide administrative and logistical support to the evaluation as needed, and provide comments to the draft report. The FAOR (with the support of RAF and with inputs from relevant units at headquarters and in SFW) is responsible for leading and coordinating the preparation of the management response, and after one year of preparing the follow-up report informing on progress in the implementation of the evaluation's recommendations.
81. FAO RAF, SFW and headquarters divisions: relevant headquarters divisions and FAO personnel backstopping the country programme will also provide their comments to the draft TORs and later to the draft report, ensure time for meetings with team members, and provide information and documentation upon request.
82. Evaluation Reference Group (ERG): The ERG will be an integral part of the process to improve the relevance and use of the evaluation. The ERG will help guide the evaluation, providing advice at key stages throughout the process. In particular, the group will be asked to i) provide comments on the TORs; ii) assume an advisory role for the evaluation team during the main mission to refine the methodology and, if needed, facilitate meetings with national government officials at the central and decentralized levels; iii) provide comments on the draft report; and lastly iv) ensure the promotion and use of evaluation results through dissemination within the government and amongst external stakeholders.

9.2 Composition and profile of the evaluation team

83. The evaluation team will comprise the best available mix of skills that are required for this evaluation, with a combined expertise in the following subject matters:
 - i. food and nutrition security governance;
 - ii. fisheries and maritime economy;
 - iii. sustainable and innovative agricultural practices;
 - iv. value chain development and trade;
 - v. land and water management;
 - vi. social inclusion and social protection; and
 - vii. emergency and resilience building.
84. In addition to having proven experience in their respective sectors/areas, the team members should have solid evaluation experience. Priority will be given to those experts based in Cabo Verde and/or with strong experience in the context of SIDS. Portuguese is mandatory, Cabo Verdean Creole is desirable. OED will make efforts to achieve gender balance in the evaluation team.
85. The evaluation team members should be independent from any organizations that have been involved in the design, implementation or monitoring of any activity included in the scope of this evaluation.

10. Evaluation products

86. This section describes the key evaluation products that the evaluation team will be accountable for producing. These products include:
- i. An inception report, including: a revised evaluation matrix; the refined methodology; a stakeholder analysis; frameworks, tools and samples for data collection and analysis; detailed roles and responsibilities; revised evaluation timeline.
 - ii. Presentation of preliminary findings to the ERG.
 - iii. Draft evaluation report to be reviewed by the ERG, which should contain findings, conclusions and recommendations.
 - iv. Final evaluation report, which should be prepared in Portuguese with numbered paragraphs, following the OED template for report writing. Supporting data and analysis should be annexed to the report when considered important to complement the main report. Translation into French will be FAO's responsibility.
 - v. Dissemination of the evaluation to provide all those involved in the evaluation process with access to the evaluation products.

11. Tentative evaluation timeline

Task	Dates	Responsibilities
Preparatory phase: April – September 2021		
Finalization of the TORs	July 2021	OED in consultation with FAOCV and the ERG
Identification and recruitment of the evaluation team	July – August 2021	OED with the support of FAOCV
Inception report	September 2021	Evaluation team
Main phase: September 2021 – March 2021		
Documentary review	September – October 2021	Evaluation team
Remote data collection	September – October 2021	Evaluation team and EM
Field visits (if possible/necessary)	October – November 2021	Evaluation team
Data analysis	November – December 2021	Evaluation team and EM
Presentation of preliminary results	December 2021 – January 2022	Evaluation team and EM
Draft evaluation report for circulation	January 2022	Evaluation team; EM to review for quality assurance
Comments on the draft evaluation report	February 2022	FAOCV and ERG
Final evaluation report approved by the ERG	February 2022	Evaluation team to integrate comments; OED to finalize and publish
Dissemination	February 2022	All
Management response	March 2022	FAOCV
Follow-up report	March 2022	FAOCV

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