

Project Evaluation Series

Country Programme Evaluation for Cabo Verde

Management response

Management response to the Country Programme Evaluation for Cabo Verde					01/2023
Evaluation recommendation	Management response Accepted, Partially accepted or Rejected	Management plan			
		Actions to be taken, and/or comments about partial acceptance or rejection	Responsible unit	Time frame	Further funding required (Y or N)
<p>The new CPF strategic framework, building upon and improving current CPF</p> <p>Recommendation 1. The Country Programming Framework (CPF) 2023–2027 should include a structured narrative showing its coherence with the overall strategic framework of the country (SDGs, National Plans). Priority should be given to completing and sustaining the ongoing programmes in areas such as Food Security Governance, Resilience, Blue Economy, Agricultural Research & Rural Extension, and Sustainable Natural Resources Management/Climate Change Adaptation. Specific projects and initiatives should be coherent with CPF programmes and outcomes and foster interconnection and inter-complementarity.</p> <p>1. As discussed under Conclusion 1, there is room for better describing the strategic positioning of the CPF within the overall development process of the Country. The upcoming CPF should provide a structured and synthetic description of its strategic alignment with governmental plans, UNSDCF and SDGs. FAO Regional and Sub-Regional Offices could also assist FAOCV in shaping the CPF within the FAO Strategic Framework 2022-2031. It would be suitable to describe the main strategic partnerships and key drivers as well as their</p>	Partially accepted	<ul style="list-style-type: none"> i. The CPF 2018–2022 was formulated using the FAO tools available at the time, aligning the activities with UNDAF and national priorities and harmonizing with the respective directives. ii. This recommendation is addressed by default given the guidelines for the CPF 2023–2027 and its inclusion as a component of the UNSDCF, which is fully aligned with the overall country strategy and the UN as One. iii. Past TCPs were aligned with the CPF national priorities at the time, and their requisites. The upcoming TCP projects support the programmatic vision and strategic options guiding the CPF 2023–2027 Theory of Change (TOC). iv. The implementation of the CPF 2023–2027 TOC will be supported by projects under preparation or in pipeline (medium to large) and by partnerships that aim to unlock climate financing for sustainable agrifood systems in Cabo Verde. v. The recommended areas are mainstreamed into the new CPF 2023–2027 Results Matrix and are the focus of the projects under implementation or in preparation. 	<ul style="list-style-type: none"> i. FAOR and the CPF Team ii. Leader of FAOCV Program and Project developers 	30/12/22	Yes

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<p>role in the implementation of the CPF, and the envisaged resource-mobilization strategy could also be indicated.</p> <p>2. As discussed under Conclusion 2, there are ongoing efforts and promising initiatives that could be improved and consolidated as well as some relevant missed opportunities that could be seized in different areas of intervention, as specifically discussed in the Recommendations that follow. The following areas should be contemplated:</p> <ul style="list-style-type: none"> i. Food Security Governance; ii. Resilience; iii. Blue Economy; iv. Agricultural Research and Rural Extension; and v. Sustainable Natural Resources Management and Climate Change Adaptation. <p>3. Execution and monitoring modalities (e.g. annual Action Plans, Monitoring instruments, etc.) should also be explicit in the CPF. The establishment of a CPF Country Team including selected personnel of FAO Country Office, Ministry of Agriculture and Environment, Ministry of</p>		<ul style="list-style-type: none"> vi. Further SWF and/or RAF, and/or headquarters inputs and technical support for the CPF 2023–2027 are needed. vii. A CPF country team and the regular assessment of programme development are planned for with the inclusion of a new M&E and reporting focal point. viii. Evaluate the HR needs and request actions to be taken at RAF and/or HQ levels and, when possible, include financial resources in the projects to address this need (recruitment and/or reorganization of country teamwork plan and responsibilities). 			

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<p>the Sea, and one to two civil society representatives could also be useful to warrant inclusiveness and meaningful participation in the implementation of the CPF.</p> <p>4. The current portfolio, due to the high number of small-size projects (mainly TCP, OSRO and part of regional/interregional projects), has put the Country Office under evident and recurrent organizational stress, which should be avoided as much as possible, for the sake of efficiency and effectiveness. FAOCV's intention to identify a limited number of medium and large size projects on which to focus may be appropriate. However, TCP projects and regional/interregional projects also play a relevant role, as described and discussed in this report and in Annex 3 (lessons learned 1 and 2). A wise and balanced presence of projects of different sizes, scopes and complexities should be encouraged.</p>					
<p>Addressing food and nutrition security governance</p> <p>Recommendation 2. The evaluation recommends supporting the improvement and consolidation of Food and Nutrition Security (FNS) governance by addressing some critical issues, notably:</p>	Partially accepted	<ul style="list-style-type: none"> i. The initiative to revise and implement the ENSAN belongs to the government. ii. FAOCV received a request from the government to support the formulation of the new ENSAN through a TCP. 	<ul style="list-style-type: none"> i. FAOR ii. FAOR, with support from SFW/RAF/HQ 		Yes

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<p>i. the need for a new National Strategy of Food and Nutrition Security (ENSAN) in the perspective of the 2030 Agenda, and specifically SDG 2;</p> <p>ii. the need for a more effective inter-institutional approach and coordination, particularly addressing the role of the FNS Secretariat; and</p> <p>iii. the need for a more incisive and inclusive mechanism for stakeholder participation and decision-making through the FNS National Council.</p> <p>5. The 2018 approval of the Law on the Right to Adequate Food provided a coherent and comprehensive framework that calls for increased efforts of coordination, participation and effectiveness. The current FNS Strategy was formulated in 2014 and needs to be reviewed and reshaped in light to the law and its rights-based approach. The current sectorial plans in the area of food security, nutrition and social protection involving three different ministries need to be further harmonized through a joint strategy.</p> <p>6. The role of the two key FNS institutions, the National Council and the National Secretariat, needs to be discussed and further defined taking into account the</p>					

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increased complexity and the new challenges of the sector, particularly the achievement of the Agenda 2030 objectives for Food and Nutrition Security. There is also the need to include municipalities and CSOs in a more meaningful way in the new strategy.					
<p>Addressing food insecurity, vulnerability and resilience in rural communities</p> <p>Recommendation 3. It is recommended that national and community capacity of risk preparedness and management be improved and resilience responses to emergencies in rural communities affected by recurrent drought years be strengthened. It is suggested to:</p> <ul style="list-style-type: none"> i. strengthen and replicate the promising pilot initiative of the <i>Caisses de Résilience</i>; ii. enhance adaptation measures to improve the resilience of rainfed agriculture and livestock breeding; iii. and develop an integrated and multisector approach to rural development through alternative sources of income. <p>7. This recommendation addresses the need to reinforce the linkage between</p>	Partially accepted	<ul style="list-style-type: none"> i. The linkage emergency-development-resilience was addressed during the 2018–2022 period. Several examples of work done are given below. ii. Develop a vulnerability map based on adequate and accredited methodologies. iii. The <i>Caisses de Résilience</i> (CR) approach in Cabo Verde differs from other African situations. The national legislation obviates the creation of savings and credits systems within the associations. Thus it needs to be operational through official micro financing institutions. However, the CR can be a component of the upcoming projects. iv. Include the replication of the initiative <i>Caisses de résilience</i> within appropriate projects under preparation, adapted to the Cabo Verde context. v. Integrate adaptation measures related to rainfed agriculture and livestock in the projects under preparation. 	<ul style="list-style-type: none"> i. FAOR ii. Team, with Program lead iii. Project developers, with Program lead 		Yes

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<p>emergency, resilience and development. The structural or cyclical nature of emergency related to drought and climate change calls for more structural and programmatic responses. Promising initiatives are already ongoing and need to be monitored and assessed in view of possible upgrading and upscaling. FAOCV's contribution in the sector of green economy and of sustainable natural resources management should be particularly focused on building the resilience of rural families and communities, while addressing the need for a coordinated inter-institutional response capacity on the part of different national institutions.</p>		<p>vi. The insufficient articulation and communication of activities among the official government entities and their internal services entails difficulties towards a more coherent and systemic approach to resilience. Additionally, the fragmented nature of funding sources/donors leads to a scattered set of projects.</p> <p>vii. Organize an inter-institutional workshop to promote a multisectoral approach to the topics of FAO mandate (UNDP, FAO, Ministry of Agriculture and Environment, Ministry of the Sea, bilateral and multilateral partners, NGOs, SCOs, etc.) and support the development of the new approach.</p> <p>viii. Include envisioned measures in the upcoming projects in the blue and green economy sectors.</p>			
<p>Green economy: strengthening the Research-Training-Extension linkage</p> <p>Recommendation 4.</p> <p>The evaluation recommends to improve and strengthen the link between agricultural research, capacity building and rural extension through:</p> <p>i. a structured and joint capacity development programme of the Research Institute and the Extension</p>	Partially accepted	<p>i. The recommended link depends on official entities, which struggle with HR and technical insufficiencies. However, FAOCV has been supporting this link in several ways. See additional comments below.</p> <p>ii. Support and organize a workshop with Uni-CV and other relevant partners (including S-S-N triangular cooperation) to design, structure, and raise funds for research programmes and for new and attractive</p>	<p>i. FAOR supported by technical staff</p> <p>ii. Program lead and Project developers</p>		Yes

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<p>Service based on the priorities identified in the Strategic Plans of the two institutions and on the need to increase outreach, effectiveness and monitoring capacity in all districts and islands;</p> <p>ii. promoting and reinforcing joint programmes such as the integrated pest management, climate-smart agriculture and nutrition-sensitive agriculture, and caisses de résilience, among others; and</p> <p>iii. increased joint efforts to support livestock breeding and agro-forestry.</p> <p>In the perspective of the above priorities, it is strongly recommended to enhance the national capacity of upgrading and upscaling the existing farmer field schools programme, as a key methodology to link Research-Training and Extension.</p> <p>8. Agricultural research and rural extension are key actors of the Ministry of Agriculture and Environment national plan due to their strategic (cross-cutting and multi-sectorial) support to the overall green economy. Therefore, the support to these sectors would also be relevant to strategically position FAO's contribution within the green economy. That was also at the rationale of FAO support to the development of the two ongoing strategic</p>		<p>Bachelor, MSc and PhD degrees supporting the green economy of Cabo Verde.</p> <p>iii. Continue hosting advanced students for developing their thesis within FAO projects focusing on the green economy of Cabo Verde linked with the national and regional research entities.</p> <p>iv. Reinforce the integration of agrosilvopastoral capacity development actions in the field projects.</p> <p>v. Reinforce the integration of technical capacity building actions for government officials at central and islands levels in the projects.</p> <p>vi. Facilitate the development of MRV capacities and tools to promote cross-cutting approaches to territorial management supporting the green economy.</p>			

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<p>plans for agricultural research and for rural extension in the country.</p> <p>9. The linkage between agricultural research and capacity development at field level through rural extension is crucial to establish an effective coordination and horizontal communication of national actors working on innovations and applied research with those working on the training and capacity development at field level: rural extensionists, groups of farmers and livestock breeders, community associations, value-chain operators, private service-providers, etc. The main purpose is to set and consolidate mechanisms of horizontal communication and interaction along this “chain” of operators at various levels.</p> <p>10. The ongoing programme of farmer field schools promoted in Cabo Verde by FAO provides interesting examples of a potential and innovative form of interaction and communication along the continuum research-training-extension that could be worth exploring through further improvement and consolidation, as shown in the programme of the integrated pest management of the fall armyworm.</p>					

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<p>11. There is the need, at this stage, to “take stock” of existing FFS experiences and propose steps of consolidation and improvement in the area of applied research, of “digital agriculture”, training of trainers and the preparation of methodological tools for training and extension.</p> <p>12. The Ministry of Agriculture and Environment is willing to enhance the capacity development and coordination role of the national extension service while progressively outsourcing the execution of the extension programmes to other external service providers, whenever possible and suitable. This calls for increased responsibilities of the National Service in training, monitoring and coordination, as well as increased Monitoring capacities of the programmes in the field_by both institutions (the Institute of Research – INIDA – and the Service of Rural Extension of the Ministry of Agriculture and Environment – DSER).</p>					
<p>Blue economy: enabling a coordinated and inclusive approach</p> <p>Recommendation 5. It is strongly recommended that FAO, in combination with other UN Agencies, support</p>	Partially accepted	<p>i. FAO will continue to support Cabo Verde in this transition focusing on the operationalization of the Blue Economy Chart and on areas in which the organization is a leader, such as strengthening fisheries governance;</p>	<p>i. FAOR with program lead</p> <p>ii. FAOR, program leader and</p>		Yes

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<p>the Ministry of the Sea to conceive and implement a coordinated, comprehensive and harmonized national capacity development programme for the smooth and effective transition of the country to the blue economy.</p> <p>It is specifically recommended to FAO to reinforce its support to the sectors of Small/Artisanal Fishery and of Coastal Fishery, with a particular focus on the effective and equitable inclusion of coastal communities, particularly women's groups and young unemployed people, in the blue economy.</p> <p>13. The process of transition towards the blue economy is raising growing interest not only among different national stakeholders (ministries, municipalities, academic institutions, private sector and NGOs), but also by international financial institutions, bilateral cooperation and UN agencies. Though highly encouraging, this process is also putting increasing challenges to the line ministry, the Ministry of the Sea, which is called to steer and coordinate a variety of actions related to projects analysis, preparation, implementation and monitoring with limited human and material resources.</p> <p>14. As described in this report, FAO played a key role in triggering and piloting the</p>		<p>managing and monitoring fisheries; and improving operations to limit wastage of catches.</p> <p>ii. During the CPF 2018–2022, FAO supported the government to develop a gender strategy for the fisheries sector aiming at ensuring the inclusion of women in the sector.</p> <p>iii. Continue actions such as those included in the ongoing CFI; GCF Blue Economy readiness project; the Sustainable Value Chains for SIDS (SVC4SIDS); and the promotion of entrepreneurship targeting women and youth in the small-scale fisheries sector.</p> <p>iv. Organize a national workshop with relevant partners (including and not limited to Ministry of Agriculture and Environment, Ministry of the Sea, OSCM, WASCAL, Campus do Mar, etc.) on the needs and opportunities of capacity development in the blue economy sector. Additionally, FAOCV will lead the coordination of the UN agencies and platforms in the blue economy.</p>	<p>project developers</p> <p>iii. Program leader and project developers</p>		

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<p>transition to the blue economy and there is room for still being the catalyser of a joint effort of national and international partners to increase coordination and to jointly prioritize key areas in need of a more pressing external support. This evaluation has identified capacity development of national stakeholders and actors (at individual and organizational-institutional level), as an area where FAO could show a comparative advantage by mobilizing a large know-how and expertise in a variety of sectors related to blue economy, such as normative and institutional instruments at national, regional and international level (e.g. guidelines, regulations, protocols), the sustainable management of large marine ecosystems, partnerships with universities and research centres all over the world, and the setting of information and data systems related to maritime economy, among others.</p> <p>15. The evaluation has also highlighted the need to reinforce FAO contribution in the specific sectors of the Artisanal Fishery and Coastal Fishery that so far received support just through some small initiatives, mostly financed through Regional Projects.</p>					

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<p>Sustainable natural resources management: consolidating the results and promoting synergies with social inclusion and economic empowerment</p> <p>Recommendation 6. It is recommended to ensure continuity and completion to the strengthening of the adaptive capacity and resilience of the Forestry Sector in Cabo Verde, given the increased risks posed by climate change and land desertification. In this perspective, it is strongly recommended to FAO and key national stakeholders to:</p> <ul style="list-style-type: none"> i. encourage and strengthen the inter-institutional and participatory approach to capacity development promoted through the thematic working groups set by the "Reflor Project"; ii. continue efforts to include rural communities in the co-management of forested areas, by accelerating the revision and approval of necessary regulatory instruments and the process of community participation; and iii. promote more sustainable and effective linkages between climate change adaptation measures and the resilience and economic empowerment of rural communities. It is suggested to 	Partially accepted	<ul style="list-style-type: none"> i. FAO new approach to resilience is oriented towards an integrated social protection system. Therefore, FAOCV actions are focused on ensuring social protection coverage together with an increase of livelihood improvement. ii. Support the Ministry of Agriculture and Environment in structuring technically sound, cross-cutting, participatory, and evidence-based decision-making procedures. iii. Facilitate data collection, monitoring, and reporting in the AFOLU sector to increase transparency, demonstrate performance, and unlock climate funding. iv. FAOCV is engaged in mobilizing resources to consolidate and expand the work of REFLOR-CV (GCP/CVI/046/EC). v. Include the continuation of capacity development with community members and officials of the government in project activities. vi. Provide technical support to DGASP for the implementation of forest management plans. vii. FAOCV is preparing projects targeting more islands. 	<ul style="list-style-type: none"> i. FAOR, program leader and project developers ii. Program leader and project developers iii. FAOR, program leader and project developers iv. Program leader and project developers 		Yes

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<p>combine the cash for work approach with the setting of Saving and Credit and with alternative income-generating activities.</p> <p>16. This recommendation addresses the concerns and missed opportunities highlighted in Conclusion 7 regarding FAO's contribution through the Reflor Project "Building adaptive capacity and resilience of the Forestry Sector in Cabo Verde". Concerns exist regarding the institutional uptake and continuity of the relevant capacity development results, particularly the inter-institutional Working Groups (Planning, Monitoring, Safeguard and Governance) and the Community Work. The revision of the Forestry Law was not finalized during the project timeframe and needs to be completed in view of subsequent institutional and formal steps for approval.</p> <p>17. Clearly, given that FAO contribution initially covered three islands, it would be highly appropriate to upscale the results achieved so far to the other islands, which implies a decision of the government in that direction and the availability of resource partners to be identified.</p>					

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<p>Partnerships to be improved and consolidated</p> <p>Recommendation 7.</p> <p>It is recommended, in coordination with other UN and bilateral cooperation agencies as well as international NGOs present in the country, to conceive and implement a comprehensive capacity building and development programme addressing the improvement and consolidation of civil society organizations (CSO), hence making more substantive and effective their participation in planning and implementation of development projects and programmes.</p> <p>It is equally recommended to FAO enhance its coordinating role in the "Planet" agenda of the UNSDCF, with a particular focus on the UN Task Force regarding the blue economy.</p> <p>18. As described in Findings 15 and 31, and discussed under Conclusion 8, FAOCV has established a number of partnership's agreements with different NGOs and Community Associations for the execution of specific activities in different projects (e.g. Caisse de Résilience, Reforestation, Food Security Governance). The experience has been overall positive and there is room for increasing this kind of partnership and enhancing the role of CSOs in different stages of the projects (from planning to implementation and appraisal).</p>	Partially accepted	<ul style="list-style-type: none"> i. Even though this is not an FAO mandate, FAOCV has been supporting capacity development activities for CSOs. The CPF 2023–2027 FAOCV includes support to CSOs. ii. Organize a workshop with CSOs and technical partners to identify their needs for effective involvement in promoting resilient and climate-smart agriculture, sustainable forest management and blue economy. iii. Conduct the development and implementation of joint projects with relevant UN agencies (including UNDP, UN Habitat, etc.) and bilateral partners (LuxDev, Portuguese Cooperation, Spanish Cooperation) in AFOLU, nutrition and blue economy sectors. 	<ul style="list-style-type: none"> i. FAOR, program leader and project developers ii. Program leader and project developers 		Yes

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19. FAO could promote a joint initiative with other Cooperation Agencies and the National Platform of NGOs to discuss, conceive and implement a coordinated programme for the capacity development of civil society organizations on agreed priorities and themes.					
20. As for the implementation of the "One UN" approach in Cabo Verde, this report has discussed the main features of the existing partnerships between FAO and other UN agencies in Finding 16 and in Conclusions 6 and 8. UN partnership appears to be particularly relevant in the implementation of the blue economy (see also Rec. 5) where UN agencies still seem to look at each other more as "competitors" rather than partners. The full operationalization of the Task Force for the Blue Economy promoted by the UN Office in Cabo Verde is surely a relevant initiative that may help to shift to a more cooperative model.					
21. Conduct a modality analysis for each commodity distributed and favour modalities that introduce choice and support market development.					

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<p>22. Strengthen the training component to ensure beneficiaries are able to use input packages and extend their knowledge.</p> <p>23. Targeting: earmark a proportion of Cash Plus beneficiaries for those without access to livelihood assets to mitigate their exclusion from humanitarian assistance, particularly where FAO is the only actor.</p>					

CPE Cabo Verde – Management Response – Additional notes

Pg	Section	REPORT TEXT	MANAGEMENT RESPONSE
6	Paragraph 6	The evaluation has also found that gender equity considerations were not adequately mainstreamed and visible in most of the projects (see Finding 14).	Gender was mainstreamed in every project. Finding 14 and paragraph 91 seem to be contradictory. All FAOCV projects are gender marker GM1 and FMM/GLO/145/MUL is GM2.
32	Finding 14	By addressing social, economic and environmental issues, the project portfolio makes a significant contribution to SDG objectives in general, however gender equity considerations are not yet sufficiently mainstreamed and visible in most of the projects.	There are now three gender markers: GM0, GM1 and GM2. GM1 integrates gender dimensions systematically. GM2 is assigned to gender-specific projects/interventions whose main objective is to promote gender equality and women's empowerment.
33	Paragraph 89	The articulation of the CPF in the three Priority Areas has allowed to address social inclusion, economic growth and environmental sustainability, and to contribute to different SDG objectives. Although issues of governance and human capital development are cross-cutting through most of the projects, a consistent approach to gender equity is not evident in the project portfolio. Only few projects and initiatives provide gender-disaggregated data, and projects final reports do not systematically address and discuss gender-related issues.	FAO has recruited a national gender consultant and since March 2020, all FAO projects implemented under the CPF have a gender mainstreaming approach accordingly with FAO's Gender Equality Policy.
33	Paragraph 91	It should be recognized that FAOCV is paying increased attention to gender. In 2020, the Country Office recruited a gender mainstreaming focal point and launched the only gender-specific initiative to date, as part of a global project (FMM/GLO/145/MUL, "Empowering women in food systems and strengthening the local capacities and resilience of SIDS in the agri-food sector"). The initiative in Cabo Verde supports the national gender strategy in the fisheries sector, through women groups' capacity building for income-generating activities linked to value chains in the artisanal fishery sector.	Gender mainstreaming approach was integrated in the Rapid Assessment study on the impact of COVID-19 on food security. FAO supported for the first time the government of Cabo Verde developing a gender mainstreaming strategy and action plan in the fishery sector. Also under the REFLOR-CV project FAO recruited a national gender expert to develop a social and gender assessment and specific gender equality and women empowerment activities in all three components of the project.
45	Paragraph 148	Foreseen co-management plans were not implemented, however, pending the revision of the national forestry law not yet finalized. Unfortunately, all community-based activities (e.g. groups organizations, social and gender appraisal, training, etc.) have been developed without the meaningful participation of the national service of rural extension.	The national forestry law was developed through a wide participatory process and was submitted to the government. The law is about to be submitted to the parliament.
32	Finding 9	There is some anecdotal evidence from stakeholder interviews and reports that FAO emergency projects have fostered resilience and linked emergency operations to development. However, a systematic approach and verifiable indicators are needed to analyze and assess to what extent and how vulnerable families and communities have actually increased their resilience, following FAO's intervention.	Examples of FAO support to this link during the CPP 2018–2022 implementation are projects OSRO/CVI/601/AFB, TCP/CVI/3607; OSRO/CVI/803/AFB.

55	Conclusion 4	<p>FAO has provided substantial support to the country in responding to severe emergencies that have affected food security and increased the vulnerability of communities.</p> <p>Emergency actions combined with promising resilience initiatives are being piloted in some rural communities. There is the need to strengthen national preparedness and management capacity, and put in place measurable/verifiable mechanisms to monitor the “relief–resilience–development” continuum.</p>	
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